DOCUMENT RESUME

ED 146 422 CE 013 541

TITLE Secondary Vocational Education: Jointly Administered Programs. 8th Annual Evaluation Report.
INSTITUTION Iowa State Career Education Advisory Council, Des Moines.
PUB DATE 77
NOTE 133p.

EDRS PRICE MF-$0.83 HC-$7.35 Plus Postage.
DESCRIPTORS *Area Vocational Schools; Educational Finance; Policy Formation; *Program Administration; *Program Effectiveness; Program Evaluation; Public Policy; School Role; *Secondary Education; *Secondary Schools; State Programs; State Standards; *Vocational Education

ABSTRACT

Focus in this evaluation report of Iowa secondary vocational education is on jointly administered programs--those contracted services which are established either between two or more secondary schools or between a merged area school and one or more secondary schools. The report is a synthesis and discussion of information gathered from field visits to five of the state's fifteen merged areas and from related research. Questions addressed are the following: (1) What are the historical, legal, and philosophical bases for jointly administered secondary vocational programs and their relationship to traditional programs in Iowa? (2) What are the primary characteristics of these programs? (3) What is the present method for reimbursing secondary programs in Iowa and what ways does this affect jointly administered programs? (4) How do state policies and plans, community attitudes, and current, critical issues confronting local school districts affect secondary vocational education in Iowa? (5) If jointly administered programs are a viable means of providing secondary vocational programs, what policies and plans should be considered to continue and expand them? Issues are identified with respect to each topic; selected opinions of administrators, teachers, students, and others are listed; and a summary of state-wide attitudes with regard to each issue is then presented followed by recommendations. (JT)

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8th Annual Evaluation Report

Secondary Vocational Education: Jointly Administered Programs

U.S. DEPARTMENT OF HEALTH
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Iowa State Advisory Council on Vocational Education

1977

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COMMENDATIONS

The Council believes the professionals in vocational education at all levels are doing a commendable job in working towards meeting the vocational education needs of people in the state. We have observed many activities, during our field visits and contacts with the state agency the past year, which clearly point in this direction. We would like to make reference to the accomplishments which deserve special commendation:

1. Growth in Jointly Administered Programs -- These programs continue to serve as an important means for delivering vocational education to students at the secondary level.
2. Cooperative Attitude -- The Council is impressed and appreciative of the open assistance offered by vocational educators at all levels towards each other and this Council the past year.
3. Computerized Data File -- The State Department of Public Instruction is commended on maintaining a comprehensive, accessible, and versatile system for storing data on secondary and postsecondary vocational education.
4. Career Education Needs Information System -- The completion of the Cycle II Interface of CENIS marks another significant step in identifying labor demand and supply in the state.
5. Iowa Guidance Surveys -- Excellent information on high school graduates, dropouts, and students completing career education programs continues to be collected and published by the Department of Public Instruction.
6. State Plan for Vocational Education -- The new five-year state plan shows considerable improvement in format and content over previous plans. The work is particularly commendable because it was accomplished within a limited period of time and with no formal guidelines.

Chapter I

INTRODUCTION

Statement of the Problem

Secondary vocational education in Iowa has reached a watershed. Crucial divisions are occurring between the levels of state and federal funding, the amounts of state reimbursement, the numbers and types of programs, and the responsibilities of local and area schools for providing secondary vocational education.

-- Between fiscal years 1975 and 1976 state appropriations for secondary vocational education were reduced by $75,000. Federal expenditures increased approximately $500,000.

-- State reimbursement in the 1977-78 school year for the first year of a new or expanding secondary vocational program will decrease from 80% to 60% of the instructor's salary plus a portion of instruction related travel expense.

-- In 1976, 90% of Iowa's 449 school districts offered three or less wage-earning vocational programs to high school students.

-- The number of preparatory programs increased by only 5% between 1975 and 1976 at the same time exploratory programs increased 25%.

-- Between the 1975 and 1976 school years the number of wage-earning vocational programs run by secondary schools remained the same, while secondary level programs operated by merged area schools increased 36%.

Many of these trends which have emerged in the past three years are affecting the ability of secondary school boards to provide adequate and effective vocational programs to their students. Factors such as controlled school

budgets, capital outlay expenses, inflation, and declining enrollments are contributing to the seriousness of this problem.

The leading edge of the watershed is visible: critical and separate directions are appearing in the state's secondary vocational education system independent of one another; no stated policy is evident to unify and chart the flow of the system. What is the state's policy on secondary vocational education? What are the alternatives to the present method of reimbursement? Why are exploratory courses increasing at a greater rate than job preparation courses? To what extent should merged area schools be responsible for providing vocational programs to secondary students?

The complexity of the problem, and the research and analysis involved in presenting it, could best be handled by an agency with greater staff and resources than are available to this agency. This Council has had to limit its report to jointly administered secondary vocational programs. This Council feels that this report is of vital importance to understanding the problem as a whole.

Purpose of the Report

This Council posed the following questions to guide the gathering of information and the design of evaluation activities conducted in this report:

1. What are the historical, legal, and philosophical bases for jointly administered secondary vocational programs and their relationship to traditional programs in Iowa?
2. What are the primary characteristics of jointly administered programs and how do they differ from traditional vocational programs?
3. What is the present method for reimbursing secondary vocational programs in Iowa and what ways does this affect jointly administered programs?

4. How do state policies and plans, community attitudes, and current, critical issues confronting local school districts affect secondary vocational education in Iowa?
5. Are jointly administered programs a viable means of providing secondary vocational programs? What policies and plans should be considered if the concept is to be continued and expanded?

Because jointly administered programs are an integral part of the total secondary vocational education system in Iowa, a significant portion of this investigation will involve a comparison of these programs to the total system. Answers to some of these questions may be applicable to the system as a whole.

Theoretical Framework

One of the major responsibilities of the State Advisory Council on Vocational Education is to evaluate the effectiveness of vocational education programs, services, and activities on an annual basis and make recommendations to the State Board of Public Instruction which have resulted from the annual evaluation. The Iowa' Council has chosen in the past to evaluate one segment of the total vocational education system. This approach to its annual evaluation reports has given Council' members the opportunity to explore in depth the most current and pressing vocational education issues in the state. In all of its recent evaluations the Council has been exposed, first hand, to major issues and problems and made recommendations which were applicable to and extended beyond the immediate scope of the particular topic under investigation. This report continues in the same vein as the Council examines the jointly administered secondary vocational programs in Iowa.

The Council has chosen this topic for a number of important reasons. First, these programs are unique and recent to Iowa, and no study has been made of them since their inception in 1974. The incorporation and growth of this concept within the vocational education system over the past three years will impact on future policy and planning in Iowa, and possibly other states. Second, the types of programs, students, facilities, and method of finance under joint administration closely replicate the overall secondary system. Third, the role of merged area schools has been one of vital sustenance to these programs; for this reason, the problems posed in this report must necessarily probe the involvement of these institutions in providing vocational programs to secondary students. Finally, local school districts are engulfed in a critical financial situation. A discussion of this condition is needed if the reasons for local school involvement in joint programs is to be determined. To what extent are the financial contingencies of local school districts affecting their participation in secondary vocational programs in general? Jointly administered programs in many ways present a microcosmic picture of vocational education in Iowa. The problems facing the units of the substructure are also facing the larger system.

Jointly administered programs are contracted services for secondary level vocational education. These programs are established either between two or more secondary schools, or between a merged area school and one or more secondary schools. With most joint programs, students from participating schools travel by bus or private car to a sponsoring merged area school, an outlying area school center, or a local secondary school for their classes.

In a few cases instructors are hired by a merged area school to travel to and conduct the program in the local school(s). (Two local schools may hire one instructor to travel and teach between schools. Each school would require approval of their programs; but this arrangement is not codified as a joint program.)

The data which was available to this Council was limited to the joint programs of local schools with merged area schools. In this agreement, both the area school and local school(s) must receive state board approval for the program(s), but it is only the local school(s) which is (are) reimbursed. The number of local-to-local school joint programs is not known. This is probably because the participating school has not requested reimbursement under this arrangement, even though the sponsoring school may be receiving reimbursement. (A true jointly administered program requires that both the participating and sponsoring schools request and receive approval for their participation.)

Engagement in jointly administered programs is optional to both the merged area and local schools. The terms of these agreements are determined by contracting schools. The primary purpose of these programs does not differ from the independently operated vocational programs of most secondary schools. The state board approves the program--not the contract--and participating local schools are reimbursed at the same rate as local schools operating vocational programs independently.

Methodology of the Report

The Council utilizes two major methods for gathering information for its annual evaluation reports: field visits and related research. The Council' members and staff actively participate in the former, and the Council'

staff primarily conducts the latter. This dual approach to its information gathering process has exposed and sensitized the Council to the accomplishments, problems, and needs of its clientele. In this report, and those previous, the Council considers its field visits to be the strongest and principle source of material in its investigations. The methodology of this report is the methodology of the Council's field visits.

For this report, the Council chose five of the state's fifteen merged areas in which to conduct its field visits. The selection of the merged areas was based on the number of jointly administered programs, the elapsed time between previous visits made by the Council, and the proximity of Council' members to each area. At least two Council' members and one staff person were scheduled to visit each of the five selected areas. The field visits were conducted during the first four months of 1977.

During each visit, an effort was made to tour the facilities which housed jointly administered programs, preferably when classes were in session. These tours generally included the merged area school, or one of its attendance centers, and in most areas, a high school which was participating in a joint program.

Each visitation was approximately two days in length. The Council' visitation team held small group discussions with students, instructors, and merged area school administrators of the jointly administered programs. They met also with superintendents' and school board members' of local high schools who were or were not participating in these programs. A discussion guide for each one of these groups was mailed in advance of the meetings. (See Appendix A.) The Council met with a total of 58 students, 24 instructors,

56 superintendents (or designated subordinate), and 26 local school board members. (Discussions with merged area school administrators were held on an informal basis.)

The Council held also an evening public meeting in conjunction with each of the five field visits. Notification of these open meetings was carried by local media in each area, and discussion guides were both mailed in advance and made available at the time of each meeting. The number of attendees at the public meetings follows:

12	Representatives of business/industry
4	Program advisory committee members (duplicate count)
4	State Department of Public Instruction personnel
3	Area school board members
37	Area school administrators
14	Area school instructors
26	Local school administrators
13	Local school instructors
8	Others
117	Total

Counting both the school visitations and the public meetings, the Council' members, collectively, met with over 280 persons from five different merged areas in Iowa.

At the conclusion of each field visit, a summary of the discussions and public hearing was compiled and sent to the Council' members participating in that visit for their review and editing. The final summaries of all field visits were then given to all Council' members. It is these summaries which form the basis of this report.

Format of the Report

This report is divided into several distinct topical headings. Each topic is presented using the same format. First, a discussion of the topical heading has been written and documented with related research and statistics. The subheading, "Issue," identifies the major problems and concerns contained in the discussion. The second subheading, "Observations," is a statement-by-statement listing of selected ideas, thoughts, and opinions of persons the Council heard during its field visits. The letters in parenthesis following each observation identifies one of five merged areas in the state where the comment was made. This allows the reader to discriminate the differing attitudes of persons related to the topic under discussion from one part of the state to another. The next subheading, "Council Summary," is a collation of the observations. This is a summary of what the Council believes to be the state-wide attitudes surrounding the issue under discussion. The final subheading contains the Council's recommendations to the State Board of Public Instruction. These recommendations are arrived at through a comparison of the issue and observations, and the Council member's observations and editing of this report on a topic-by-topic basis.

Chapter 2

JOINTLY ADMINISTERED PROGRAMS: A HISTORICAL, LEGAL, AND PHILOSOPHICAL PERSPECTIVE

The following quote pertains to the need for a defined role and function for secondary and postsecondary vocational education, as extracted from the 1977-78 State Plan for Vocational Education: "Suggestion: Provide a statement of roles and functions at secondary and postsecondary levels." The following is the Department of Public Instruction's response to the above suggestion: "Rationale: Roles and functions as they pertain to vocational education programs, services, and activities at the secondary and postsecondary levels are basically the same." [1]

The concept of jointly administered programs is not new to Iowa. As early as 1964, the terms "shared-time" or dual enrollment programs were used to express this relationship between local school districts. At that time, Iowa had nine school systems operating shared-time programs.[2] It is unlikely that any of these were industrial arts or vocational education programs.[3] It wasn't until 1965 when the enabli g legislation to create the area community colleges and vocational-technical schools was enacted that jointly administered secondary vocational education programs became a legal phenomenon.[4]

This concept was considered also as a possible function of the present Area Education Agencies. In Dr. E. Robert Stephens' 1967 study,[5] which eventually led to the creation of these agencies, Stephens surveyed "the attitudes of selected educators in Iowa on the allocation of educational functions" of multi-county regional education service agencies (AEA's). One part of this survey was designed to determine the "curricular and instructional tasks, programs and/or services of local school systems." Forty-eight percent

of the 46 surveyees felt that the educational unit which should have the major responsibility for secondary vocational-technical education was the local school district, 24% the community college or vocational-technical school, 20% the intermediate regional service agency (AEA), 4% the State Department of Public Instruction, and 2% the four-year college or university.[5] This is the earliest known survey of Iowa's educators regarding the position and function of secondary vocational education in the state's educational system. The results of this survey effectively preempted the Area Education Agencies from performing this educational function in joint agreement with local school districts.

> This agency [the AEA] was established by the legislature to provide a direct service to the community schools within its area. No mention was made in the legislation that created the AEA of including vocational education per se in the community schools as a part of the AEA responsibilities. However, in some districts across the state, some of the community schools' personnel saw the AEA as a proper unit for providing services to the students of the community schools in vocational education programs.
>
> ... in responding to questions concerning the possibility of AEA participation in providing vocational education programs, the DPI personnel were quite clear in stating that the AEA should not be involved according to existing legislation, and that they saw no potential change in the present legislation.[7]

The concept of shared-time programs remains the same as it was thirteen years ago, but the term "jointly administered" programs is now used to describe this concept. This term is defined by the Department of Public Instruction as:

> A program administered through mutual agreements between two or more secondary schools, or between a secondary school and a merged area school.[8]

Today, jointly administered programs are primarily characterized as agreements between area schools and local schools. In this report, the term will be used

exclusively to describe vocational education programs with reference to this title, and not academic or special education programs which may be jointly administered also.

The legal basis for jointly administered secondary vocational programs can be found in the law governing the merged area vocational schools and area community colleges. The Code of Iowa states that these schools may operate "programs for all students of high school age who may best serve themselves by enrolling for vocational and technical training while also enrolled in a local high school, public or private."[9] The Code continues under Section 280A.25 by stating that the state board shall:

8. Have the power to enter into contracts with local school boards within the area that have and maintain a technical or vocational high school and with private schools or colleges in the co-operative or merged areas to provide courses or programs of study in addition to or as part of the curriculum made available in the community college or area vocational schools.

9. Make arrangements with boards of merged areas and local school districts to permit students attending high school to participate in vocational-technical programs and obtain credit toward completion of a high school diploma. [10]

This language is the same as it appears in Chapter 257 of the 1966 Code of Iowa. Although similarly worded legislation governing secondary schools does not exist, the power to enter into contracts is an inherent right of local school districts or corporations. (See Chapter 28E of 1975 Code.)

Between 1965, the first year local schools were reimbursed by the state for jointly administered programs, and 1974, only four area schools had entered into such agreements with local districts in their merged area. One area school began several such programs as early as 1966,[11] another ran one program in the 1971 school year,[12] a third ran five programs in the same year,[13] and a pilot program was operated by a fourth area school in the 1972 school year.[14] It wasn't until 1973, when the area schools began conducting

career education needs studies in their merged areas, that the need for and feasibility to conduct jointly administered programs was documented.[15] By 1976, all the area community colleges were operating at least one jointly administered program.

At the base of both the historical precedents and legal provisions is the philosophical issue of the responsibility for providing secondary vocational education programs. The educational standards established by the state make it clear that "occupational education subjects" shall be taught in grades nine through twelve,[16] and high school vocational education, "to the greatest extent possible,...when applicable,"[17] by the area schools or community colleges "(for those who profit, and the program is not available in their local district)."[18]

The clearest mandate lies with the local districts; but the law has become increasingly hard to live by.

> The major factor inhibiting the achievement of the local schools' goals and objectives in vocational education [is] in the area of finance, facilities and equipment. Like all other segments of education, secondary schools are finding it difficult to generate adequate financial resources to support [vocational] education.[19]

Although it appears that local districts have turned at least partially, and by necessity in light of even more recent financial hardships, to the area schools for their vocational programs, the area and local schools' roles are not clearly defined and vary from one merged area of the state to another.

The goals of the fifteen area schools regarding this issue vary considerably, from the most indefinite to the most explicit:

> "develop and maintain cooperative relationships with . . . Community Schools"
>
> "expand liaison and cooperation with local school districts"

"provide . . . programs for students of high school age"

"provide career education opportunities for high school students"

"increase the secondary vocational enrollment 300 percent"[20]

Admittedly, these are goals and not policy statements which distinguish or explain the area schools' philosophical relationship with their local schools. As an example, one area school, which has operated jointly administered programs for three years, did commission a study which at least identified several of the problems surrounding this issue.

> The assumption is made that the primary thrust of WITCC [the community college] is and should be post-high school programs. . . . The establishment of the community colleges carried a seemingly "tacked on" afterthought the community colleges should attempt to assist the public high schools of the area with their career education programs. . . . [Community school personnel] recognized that (a) the primary concern of WITCC was and should be post-high school programs, and (b) that the distances involved between and among the community schools and WITCC created special problems. At no time was it suggested that the AEA should provide this service by either the community school personnel or AEA personnel. It was observed at several meetings that the concept of career education was so broad that there was a need for continued cooperation by the community schools, the AEA, and WITCC to cooperatively search for ways to provide services to the community schools with a shared responsibility approach. . . .
>
> Clarification of WITCC's role with the community schools and the AEA may, in fact, increase or decrease WITCC's participation in prevocational programs. If WITCC does continue to be responsible for these programs, they should also accept the responsibility to see that they take place in proper facilities and are equally available to all high school students in Area XII. In the meantime, commitment of resources toward facilities should be delayed at least five years.[21]

Local schools are even less clear concerning their role or relationship with area schools, beyond the fact that they can contract for vocational programs with other agencies. The Council requested from fifty local schools within the five merged areas it visited the short, intermediate, and long

range plans of their school districts. The vast majority of the Council's twenty-two responses were the results of educational needs surveys these districts had conducted. Very few plans were submitted, and only one of those mentioned jointly administered programs. This district clearly states its reasons for entering into a joint agreement:

> We must organize our present career activities (both exploratory and career awareness types of activities) into a meaningful articulate type of program. . . .
>
> Objective
> To provide both career exploratory and career awareness opportunities . . . to Junior and Senior students . . . in cooperation with [the area community college].
>
> Procedure:
> 1. Both districts would transport students to and from [the area community college] for two hour, five day per week, career education classes. It is essential that these Junior and Seniors receive these career exploratory and awareness opportunities now -- before they graduate.
> 2. Future plans are to expand upon the present [joint] programs being offered and hopefully offer more types of programs by September . . . .[22]

The State Department of Public Instruction also should write a clear policy or guidelines, beyond what is stated in the law, by which area and local schools can clearly establish their respective roles in jointly providing secondary vocational programs. Jointly administered programs were first written into the Iowa State Plan for the Administration of Career Education in the 1973-1974 fiscal year, almost seven years after the first program was started. Although the following statements explain very well the reasons jointly administered programs are needed, they fail to describe the future and relative importance of the jointly administered programs to the secondary vocational system.

> During fiscal years 1972 through 1975, jointly administered programs have been encouraged between local school districts and/or between local school districts and the area schools supported by the following reasons: (1) most school districts in Iowa cannot afford a variety of vocational preparatory and/or exploratory programs; (2) the vocational training programs in other school districts can be utilized and shared at a minimal cost; (3) the vocational training programs in the area schools can be modified easily for exploratory experiences and/or preparatory offerings for secondary level students; and (4) area educational agencies can now encourage closer ties between school districts and the area schools for increasing services and benefits to all students.
>
> Since there is an increasing number of students leaving high school before graduation, joint planning agreements will be necessary in order that students are provided alternative means for an appropriate education.[23]

The Council's approach in this discussion has been not to primarily criticize what has already been accomplished in a short period of time by the area and local schools, and the Department of Public Instruction. The Council recognizes the recent success of jointly administered programs. But by the examples which have been presented and by the observations which are to follow, the Council wishes to stress the need for both philsophical and technical guidelines for these programs.

Even though an explicit policy defining the extent to which jointly administered programs will play a role in the future of vocational education in Iowa is lacking, there does appear to be continued support of the concept from both school boards and school administrators. The following statements were presented before a recent joint Iowa' legislative subcommittee studying secondary school vocational and technical education in the state.

> Jointly administered programs cooperatively developed by secondary and area schools have been quite successful in meeting the needs of secondary students as indicated by the popularity and growth of these programs in those areas where a high priority has been placed on providing these services.[24]

In areas of the state where jointly administered programs have been carried out they have met the needs of secondary age students involved. The major problem here is that so few programs have actually been set up and potential involvement has not been realized. Many areas of the state have few or no such programs in existence. This is the same story as secondary programs, some schools have developed good vocational programs over the years while others have done very little along this line.

Programs should not only be continued with the area colleges but should be expanded to more fully meet the needs of students in the State of Iowa.[25]

Issue

The following extracts from Vocational Education and the Area Schools, previously cited, present the issue in its clearest possible terms:

To date there has not been a specific redefinition of roles of secondary school vocational education as compared with community college vocational education. Admittedly, to make such redefinitions is a complex task; however, they are essential if reasonable economy and efficacy of vocational education is to be achieved in the state.

The proportional share of vocational funds for secondary schools has declined since 1966. These funds have found their way into the community colleges. In some instances, community colleges have duplicated existing secondary school programs, and, concurrently, secondary schools have resisted the orderly transfer of some programs from the high schools to area schools. In the absence of a comprehensive policy statement defining the responsibilities of these two segments of Iowa's educational system, there have been instances of competition and duplication between two levels of education. On the other hand, many secondary schools transferred some of the responsibility for vocational education to the community college. . . .

Ideally, role definitions and responsibilities should be studied and spelled out by existing state advisory committees. There should be clear delineation between the levels of vocational education provided by secondary schools as compared to area schools. . . .

It appears to the consultants, and not unexpectedly so, that [vocational] education in the secondary schools and its counterpart in the community colleges have never really been coordinated on either the state or local level. While there are isolated instances of close institutional cooperation, the general pattern throughout the state has been the continuation or development of [vocational] programs without regard for the careful adjustment of both systems to rapidly changing conditions. It is imperative that Iowa define the

> roles and functions of [vocational] education at the secondary school level, and that such definitions are carefully coordinated with present and projected offerings at the community colleges. . . .
>
> Resistance to change, defense of existing institutional practices, and competition between high schools and community colleges exist in a number of geographic areas. Too often the attitude seems to be one of protecting a program or building a new program without regard to the other fellow. . . . The answers to these complex problems will depend upon the quality of leadership exerted by the Department of Public Instruction and a willingness of institutions, both high schools and community colleges, to cooperate in the development of role definitions and educational missions which will best serve the young people and adults in the state.[26]

Observations

The following statements are a representative sample of statements made to Council' members during field visits to five areas of the state.

-- A comprehensive statewide delivery system for secondary vocational education is needed. (C)

-- Career and vocational education efforts in some merged areas lack direction and coordination. This has resulted in duplication. (D)

-- What is the role of the community college in providing secondary vocational education? (E)

-- What is the status of articulation between joint programs, area schools and other training programs? (B)

-- A stratification of levels for vocational education needs to be identified with roles specified for secondary, postsecondary, and exploratory. (E)

-- The Department of Public Instruction should establish the objectives and criteria (guidelines) for joint programs. All area schools who have conducted such programs should be involved in a statewide planning session for this purpose. (A)

-- The existence of jointly administered vocational programs in centers as established and operated by an area school creates a very favorable attitude towards vocational education and the joint concept among superintendents and board members. The area school as a neutral progenitor of joint programs, as opposed to a local school serving in the same capacity, increases at the least the possibilities for initiating the concept, and diminishes threats of reorganization while maintaining a certain degree of local autonomy. (B)

-- In some areas, jointly administered programs perpetuate smaller districts. (D)

-- The superintendents and board members seemed to feel that the image and commitment of the area school was a priori to local school participation. Few local schools can afford to run their own vocational programs. (B)

-- Some teachers felt that a lack of organization on the part of local superintendents prevented further expansion of joint programs. (C)

-- The opinion was expressed that vocational education should be either secondary or postsecondary, but not both. (E)

-- Local communities are not opposed to vocational education. Tax payers could find extra monies for vocational education, if it were operated locally and without school district reorganization. (D)

-- Local communities feel they should determine their own need for vocational programs. Local schools would rather support the programs they want, and not what is mandated at the state level. (C)

-- In contrast to other areas visited by the Council, some schools in this area, due to the success of the joint programs, have placed vocational education as a high priority in their budgets and are making cuts in other areas of their budgets to support these programs. This cannot continue because of the excess cost inherent in these programs and the proportion of the total student body served. (B)

-- Most of the students were interested in an expanded vocational offering, either at their home school or through the area college. (C)

-- It was important to one school that the area college could provide vocational courses to its students, because they were unable to do so themselves. This local school's continuation in joint programs was severely threatened by other local schools withdrawing their students from the program when funding expired. (C)

-- One superintendent felt there could be no local expansion of secondary vocational programs under the present funding system. He would prefer that the area schools provide these programs almost exclusively. (C)

-- Where can funds be found so that local schools can participate in jointly administered programs with the area school? (D)

-- Should the community college be expanding liberal arts programs when secondary schools lack vocational programs? (E)

Council Summary

In each of the five merged areas the Council visited, comments were made or questions were asked regarding the status of secondary vocational education in the state. A state-wide policy and delivery system is needed, particularly regarding area and local schools in joint agreements. Local

schools exhibited mixed reactions to jointly administered programs. Although vocational education at the secondary level is definitely favored, there exists in a few areas of the state strong feelings that local districts are losing their autonomy as a result of state mandated programs. Reactions in general indicate that it is becoming increasingly difficult for local schools to support vocational programs on their own: The status of the vocational system at the secondary level and its relationships to other agencies needs to be evaluated by the Department of Public Instruction in light of the present methods for allocating funds and the increasing number of students enrolling in vocational programs.

Recommendation

The Department of Public Instruction should be the catalytic agent in carrying out the following recommendation:

> It is recommended that a concerted effort be made by the [merged area schools] and public school districts to delineate their respective educational roles with regard to career and vocational education so that these roles are complementary rather than competitive. Clearer definitions of the objectives of secondary school vocational programs and, equally important, career education programs in community colleges would help to eliminate duplication of course content and make better use of professional personnel, equipment, and funds.[27]

FOOTNOTES

[1]Iowa State Plan for Vocational Education: Fiscal Years 1978-1982, Iowa Department of Public Instruction, Career Education Division (Des Moines, Iowa: Department of General Services, Printing Division, May, 1977), Appendix C, No. 18. (mimeographed.)

[2]Shared-Time Programs: An Exploratory Study (National Education Association, Research Division, Research Report 1964-R10, April, 1964).

[3]Donald O. Meaders, Shared-Time (Dual Enrollment) Concept for Area Vocational Education Programs (East Lansing, Michigan: Michigan State University, 1967), p. 8.

[4]Guidelines for the Development of Merged Area Schools and Area Community Colleges by the Merged Area Boards, Iowa Department of Public Instruction (Des Moines: Department of General Services, Printing Division, 1966).

[5]Dr. E. Robert Stephens and others, The Multi-County Regional Educational Service Agency in Iowa, Part I: Final Report (Iowa City, Iowa: University of Iowa, 1967).

[6]Ibid., p. 396.

[7]Comprehensive Planning Study, Western Iowa Tech. Community College Sioux City, Iowa (Greeley, Colorado: Educational Planning Service, University of Northern Colorado, July, 1976), p. 72.

[8]"Vocational Education within Career Education," Iowa Department of Public Instruction, Career Education Division, document No. 6300-C27250 (Des Moines: Department of General Services, Printing Division, 1976), p.3. (Mimeographed.)

[9]Iowa, Code of Iowa, Sec. 280A.1, (1975), p. 1287.

[10]Ibid., pp. 1293-4.

[11]Information supplied by Bob Van Driel, Careet Education Director, Northwest Iowa Technical School, personal interview, August 10, 1977.

[12]Information supplied by Dr. Ross Thomas, Assistant Vocational Director, Hawkeye Institute of Technology, personal interview, August 10, 1977.

[13]Information supplied by Donald Goodnow, KEY Program Director, Kirkwood Community College, personal interview,August 10, 1977.

[14]Dave Cronin and others, Evaluation of the Iowa Central Community College Career Education Pilot Program for High School Students Spring Semester, 1972 (Iowa City, Iowa: The PAERIS Program, Iowa Center for Research in School Administration, University of Iowa, December 1, 1972).

FOOTNOTES (Continued)

[15]Planning Study to Determine the Career Education Needs for Merged Area V (Fort Dodge, Iowa: Iowa Central Community College, October, 1973), pp. 2-6, 83-88; Area X Career and Pre-Career Needs Assessment Project (Iowa City, Iowa: Administrative Consultant Services, January, 1974), pp. 101-110; Planning Study to Determine the Career Education Needs of Area One (Calmar, Iowa: Northeast Iowa Area One Vocational-Technical School, September, 1974), pp. 9, 21, 22, 59, 61; Needs Assessment for Merged Area II (Mason City, Iowa: North Iowa Area Community College, October, 1974), pp. 187-190; and Area XV Career Education Research and Planning, Final Report (Ottumway, Iowa: Indian Hills Community College, May 30, 1975), p. 10.

[16]Iowa, Code, Op. Cit., p. 1211.

[17]Ibid., p. 1286.

[18]Guidelines for the Development of Merged Area Schools, op cit., p. 2.

[19]Vocational Education and the Area Schools: A Report to the State of Iowa Office of Planning and Programming (New York: Institute for Educational Development, August 31, 1970), p. 87.

[20]State of Iowa, Budget Report: 1977-79 Biennium (Des Moines: Office of the Governor, State Capitol, 1977), pp.ED 30-33.

[21]Comprehensive Planning Study, Loc. cit.

[22]Statements contained in a report of an advisory committee composed of representatives from the North Central and Nora Springs-Rock Falls Community School Districts, Iowa, 1974 (report on file with the Vocational Education Advisory Council of Iowa).

[23]"Vocational Education Within Career Education," op cit., p. 60.

[24]Iowa Council of Area School Boards, Position Paper on Secondary Vocational Education Programs (Des Moines, October 4, 1976), p. 1. (Mimeographed.)

[25]Position paper for the Iowa Association of School Administrators, presented to the Vocational-Technical Subcommittee of the Standing Committees on Education of the Iowa Legislature, October 4, 1976, p. 1. (Mimeographed.)

[26]Vocational Education and the Area Schools, op. cit., pp. 85-89.

[27]Ibid., p. xviii-ix.

Chapter 3

THE STATUS OF JOINTLY ADMINISTERED PROGRAMS: 1974-1976

> The New Educational Standards for Iowa's schools requiring every district to provide a minimum of five units of occupational courses emphasizes the need to expand opportunities to all students in secondary schools. This may be accomplished in large part through jointly administered programs for secondary students through Iowa's merged area community colleges and vocational-technical schools.[1]

In the past three years, the rate of increase of jointly administered programs has been fourteen times that of vocational programs operated independently by secondary schools. Since fiscal year 1974, when the Department of Public Instruction first began reimbursing local schools for jointly administered programs, the number of school districts participating in these programs increased more than three times by 1976. In 1974, ten area schools offered jointly administered programs; all fifteen area schools ran state board approved jointly administered programs in 1976. Enrollments in these programs, as reported by the area schools, increased 60% from school year 1974 to 1976. The growth of jointly administered vocational programs in only three years cannot be matched by any other kind of secondary educational program in the state. Following is an examination of this trend and its effects on vocational education as a whole in Iowa.

The first comparison to be made is between jointly administered programs and individually administered programs, those secondary vocational programs operated and funded by a single school district. (In both these cases, the discussion is limited to state reimbursed programs.) Table 1 shows the number of secondary vocational programs which local districts offered to their students.

Table 1

The Number of Reimbursed Individually and Jointly Administered Secondary Vocational Programs Offered by Local Schools

	FY 1974	FY 1975	% Change	FY 1976	% Change
Individually Administered	651	693	7	699	1
Jointly Administered	156	259	66	314	21
Total	807	952	18	1013	6

Source: Department of Public Instruction, CE-4 File Computer Runs.

The significance of this relationship is in the relative increases between individually and jointly administered programs. At the grossest level, it is observed that the total number of secondary vocational programs are increasing, even though the rate of increase decreased and, speculatively, may reach a point of zero growth. At a slightly subtler level, the total increase is largely due to the burgeoning of jointly administered programs. Finally, this expansion is a direct result of the area schools involvement in secondary vocational education programs, and the local schools willingness or desire to allow the area schools to share in the responsibility of providing these programs to high school students.

Closely related to the previous relationship is the number of local school districts participating in individually and jointly administered programs. This comparison is made in Table 2.

Table 2

The Number of Local School Districts
Offering Reimbursed Individually and
Jointly Administered Secondary Vocational Programs

	FY 1974	FY 1975	% Change	FY 1976	% Change
Individually Administered	263	271	3	326	20
Jointly Administered	45	105	133	143	36
Total	285	323	13	371	15

Source: Department of Public Instruction, CE-4 File Computer Runs.

The implications or conclusions to be made from the second table are not as discernable as those from the Table 1. It is not surprising that an increase in jointly administered programs would show a corresponding increase in the number of school districts entering into joint agreements. The most outstanding difference is in the individually administered programs and their districts. While the number of individually administered programs in Table 1 show no marked change, the school districts operating their own programs is not only increasing, but the rate of change is also.

The conclusion these factors suggest is best illustrated by finding the average number of individually administered programs per district: 2.5 in 1974, 2.6 in 1975, and 2.1 in 1976. Although more local school districts are offering individually administered programs, the breadth or types of offerings is extremely limited. In fact, the average number of all secondary vocational programs has remained virtually the same--2.8--over the past three years.

Another significant item that should be emphasized relates to local school involvement in jointly administered programs. Those schools which presently are cooperating in jointly administered programs also provide at least one program on an individually administered basis for their own students. Those districts that do not provide any reimbursed vocational programs on an individual basis are not involved in jointly administered programs.

Table 3 is the final table needed to describe the trend in jointly administered programs. This table shows the number of jointly administered programs offered by both the merged area and local schools. The reader is cautioned while viewing this table. The area schools reported offering, in 1974, forty jointly administered programs to local schools and the local schools reported offering 156 such programs to their students.

How can the local schools offer four times as many jointly administered programs as the area schools are actually operating? These figures are necessarily different for two reasons. First, more than one local school may send its students to an area school for the same jointly administered program. An area school may operate one program and ten local schools send their

students to that program; the ten local schools are reimbursed proportionately for participating in the same program. Secondly, a local school may be participating in more than one jointly administered program offered by the area school. If the area school operates five programs, and a local district participated in all five, the local school will be reimbursed accordingly. Table 3 allows a comparison of program participation rates between the two contracting institutions. (The data on local schools is the same as it appears in Table 1.)

Table 3

The Number of Jointly Administered Programs
Offered by Area Community Colleges and Local Schools

	FY 1974	FY 1975	% Change	FY 1976	% Change
Area Community College	40	74	85	106	43
Local School	156	259	66	314	21

Source: Department of Public Instruction, CE-4 File Computer Runs.

This table illustrates again the increase in jointly administered programs on part of both area and local schools. It is important to note in this table the differences in the percents of change or participation rates. Viewing the change rates vertically, both institutions in 1974 coincided in what may be termed a mutual supply and demand for jointly administered programs. However, in 1975 the gap in this vertical relationship has broadened. These relative differences in percents of change can also be

seen horizontally. While participation rates for both area and local schools has increased, the rate of increase is declining. This decline has been by about one half for the area schools and one third for local schools.

The conclusion reached through a review of this table is limited by the indefiniteness of using data which covers only a three year period. One conclusion that may be reached, via the previous paragraph, is that a saturation point may have been reached in the mutual supply and demand for jointly administered programs. If area schools are increasing the offerings of jointly administered programs at a greater rate than the local schools, are the types of programs broadening at the same time the size of classes is decreasing? Are fewer local schools able to participate in or are dropping out of jointly administered programs each year because of the present method of program reimbursement? In summary, the area schools may be offering more jointly administered programs than there are local schools who will be capable of initial or continued participation. Is the point being reached where jointly administered programs are or will be functioning uneconomically?

Types of Jointly Administered Programming

This section discusses the two principle types of secondary vocational programs: exploratory and preparatory. The Department of Public Instruction's definition of these terms will be presented first. An interpretation and clarification of these terms is then provided by this Council.

> Exploratory Offering - Sequential activities providing exposure to a broad range of jobs in all major occupational clusters using simulation or actual work experiences in several clusters and investigation of a single cluster or in greater depth.
>
> Preparatory Offering - Instructional activities and experiences designed to equip individuals with marketable skills for entry or reentry into an occupation or occupational cluster.[2]

The most important distinction to be made between these two terms is that a preparatory program provides a student with skills which qualify him for employment. Exploratory programs provide the individual with knowledge and experiences to make informed career choices. This type of vocational program should be offered as a stepping stone between the awareness of the world-of-work phase of career education and preparation-for-work programs. It should provide the student with a variety of experiences in a wide sampling of different occupations. A student completing an exploratory program is not generally ready for employment, but he should have a good idea of the kind of work preparation or employment he may wish to pursue.

This distinction is not always visible in the school setting. It should be evident in the content, organization, or presentation of subject matter of each course. For example, a student completing a preparatory program in auto mechanics at the high school level should be able to diagnose and repair automobiles. A typical exploratory program prerequisite to this would be power mechanics. The student in this program might only learn how to tune a car's engine, but he would also be familiar with the functions of lawnmower, motorcycle, diesel, and jet engines, fluid power, et al.

The second distinction between these two programs is the grade levels at which a student would take the program in school. It is the Council's opinion that exploratory programs should be offered in the seventh through eleventh grades; preparatory programs would be available in grades eleven and twelve, and advanced vocational studies should be available at the postsecondary level. (Some exceptions are necessary and desirable.

Many preparatory vocational agriculture programs are available for four years at the secondary level). Although it is not necessary for a student to have taken an exploratory program prior to or as a requirement for a preparatory program, the sequencing is logical and desirable for most.

The major point of disagreement on these two types of programs is not definitional, but revolves around the answer to this question: Should the purpose of secondary vocational education in Iowa be the preparation of high school students for employment? This Council's answer would be in the affirmative.

Table 4 on the next page lists the number of exploratory and preparatory programs which are individually administered. This table includes all reimbursed secondary vocational programs in these categories (cf. Table 1). Table 5 discriminates between preparatory wage earning programs and useful (vs. gainful) home economics. (Deductively, exploratory is not wage-earning.)

As the fourth table makes clear, local school districts operating their own programs are concentrating upon preparatory programs, when having to choose between preparatory and exploratory offerings. This decision is probably due, in part, to the differences between the methods of funding these two types of programs. (A discussion of the funding system is contained later in this report.)

Table 5, on the other hand, is somewhat disconcerting. Wage-earning programs remained the same between 1975 and 1976. The one percent increase in all individually administered programs is due only to six additional programs in home economics. This is part of the reason why this Council feels that secondary vocational education has reached a watershed in Iowa.

Table 4

The Total Number of
Reimbursed, Individually Administered
Exploratory and Preparatory Programs

	1974	1975	% Change	1976	% Change
Exploratory	5	5	0	5	0
Preparatory	646	688	7	694	1
Total	651	693	7	699	1

Source: Department of Public Instruction, CE-4 File Computer Runs.

Table 5

The Number of Reimbursed,
Individually Administered Preparatory Programs

	1974	1975	% Change	1976	% Change
Preparatory, Wage Earning	435	470	8	470	0
Useful Home Economics	216	223	3	229	3
Total	651	693	7	699	1

Source: Department of Public Instruction, CE-4 File Computer Runs.

Before any further conclusions are made with respect to exploratory and preparatory programs, their trends should also be examined within the context of jointly administered programs. Table 6 on the following page makes a comparison by local school offerings and Table 7 by area school offerings of these types of programs. Tables 8 and 9 reverses this format and the comparison is made by exploratory and preparatory.

The 1973-74 school year (FY 74) was the first year in which jointly administered programs were reimbursed and for which data is available from the Department of Public Instruction. The marked increase in these programs has been mentioned earlier; this increase has also been compared relative to individually administered programs. The conclusions to be drawn from these four tables revert to the basic premise of secondary vocational education in this state.

The greatest point of interest in Tables 6 and 7 is the number of exploratory and preparatory programs offered by the local and area schools, respectively. Vertical comparisons in numbers of programs in both these tables, particularly for fiscal years 1974 and 1976, reveals a much greater emphasis on exploratory programs than would be expected from the comparison made in Table 4. Why do local schools participate to such a large degree in exploratory programs which are offered by the area school, when they choose to operate only five such programs themselves? Does the funding system account for this, or is it simply more feasible to have the area schools run these programs?

The difference in the percents of change between exploratory and preparatory are striking. In both cases increases have occurred; but the differences in increases for exploratory programs have been much less dramatic than those for preparatory. In the years to come, will the number

Table 6

The Number of Reimbursed,
Jointly Administered Exploratory and
Preparatory Programs Offered by Local Schools

	1974	1975	% Change	1976	% Change
Exploratory	74	97	31	122	26
Preparatory	82	162	98	192	19
Total	156	259	66	314	21

Source: Department of Public Instruction, CE-4 File Computer Runs.

Table 7

The Number of Reimbursed,
Jointly Administered Exploratory and
Preparatory Programs Offered by Area Schools

	1974	1975	% Change	1976	% Change
Exploratory	17	30	77	49	63
Preparatory	23	44	91	57	30
Total	40	74	85	106	43

Source: Department of Public Instruction, CE-4 File Computer Runs.

Table 8

The Number of Reimbursed
Jointly Administered Exploratory
Programs by Local and Area Schools

	1974	1975	% Change	1976	% Change
Local School	74	97	31	122	26
Area School	17	30	77	49	63

Source: Department of Public Instruction, CE-4 File Computer Runs.

Table 9

The Number of Reimbursed
Jointly Administered Preparatory
Programs by Local and Area Schools

	1974	1975	% Change	1976	% Change
Local School	82	162	98	192	19
Area School	23	44	91	57	30

Source: Department of Public Instruction, CE-4 File Computer Runs.

of jointly administered exploratory programs parallel or exceed preparatory programs? Why are the area schools emphasizing these programs to nearly the same degree, when no such emphasis is given by local schools to their individually administered programs?

The same questions are asked in regards to the data contained in Tables 8 and 9. Table 8 not only reveals the stability in the increases of exploratory programs, but the area schools greater emphasis on this type of program. Table 9 parallels a much more relative mutual supply and support for preparatory programs, but a saturation point may have been reached on part of both local schools preparatory individually administered programs, and local and area school preparatory jointly administered programs.

The final two tables in this section of the report show the enrollments in jointly administered programs. Two sets of enrollment data are reported: one by the area schools and the other by the local schools. This data is contained in Tables 10 and 11, respectively.

Theoretically, the data in these two tables should be the same. Both sets of data were obtained through the Department of Public Instruction. The first set is the spring or final enrollment figures which was published by the Area Schools Division of the Department of Public Instruction. The second set was extracted from the local schools' vocational program reimbursement file at the end of each school year.

It is difficult to determine the reason for these discrepancies. If the area schools report theirs at the beginning of the final semester or term of the school year, and the local schools at the end of that term, then it is possible that the differences represent dropouts. The Council suggests that the area and local schools coordinate or at least compare their enrollment reports before they are submitted to the Department of Public Instruction.

Table 10

Enrollment in Jointly Administered
Programs as Reported by the Area Schools

	1974	1975	% Change	1976	% Change
Exploratory	416	661	59	897	36
Preparatory	381	791	108	1057	34
Total	797	1452	82	1954	35

Source: Department of Public Instruction, CE-4 File Computer Runs.

Table 11

Enrollments in Jointly Administered
Programs as Reported by the Local Schools

	1974	1975	% Change	1976	% Change
Exploratory	325	701	116	947	35
Preparatory	322	896	178	1292	44
Total	647	1597	147	2239	40

Source: Department of Public Instruction, CE-4 File Computer Runs.

Using the figures contained in Table 11, jointly administered program enrollments represented 3% in 1974, 6% in 1975, and 8% in 1976 of all secondary vocational education enrollments in the state, excluding useful home economics.

Issue

Jointly administered programs have increased significantly in the past three years. By contrast, the number of individually operated vocational programs in high schools has stabilized. These trends have raised numerous questions regarding the state's policy and objectives for secondary vocational education in the future.

The differences between exploratory and preparatory programs are or should be more than just definitional. All reported increases in exploratory programs have occurred through joint programming, and not under local administration. Although the method of funding may be an important factor in choosing to operate one or the other, the differences in course content and skills the students should be learning in these two types of programs should differ considerably. The extent to which exploratory and preparatory programs can or should both be taught at the secondary level should be determined.

Observations

The following statements reflect a representative sample of the comments made to the Council during its field visits concerning the status of jointly administered programs:

-- The number of jointly administered programs would be expanded because of student interest, if additional funds were available. (A)

-- In spite of decreased funding to local schools, enrollments are increasing in the jointly administered programs by word of mouth from student to student. (B)

-- The area school desires continued support and expansion of exploratory joint programs, but not under the present reimbursement system. (C)
-- The area school wanted to run only exploratory jointly administered programs; but many local schools did not have the money to participate under the present reimbursement system. (D)
-- Why are there no preparatory joint programs offered at the area college? There are two reasons for this: (1) a local lay advisory committee made the decision to encourage all exploratory, and (2) Department of Public Instruction staff tended to encourage exploratory because state funding for preparatory is on-going whereas exploratory funding is terminal. Instructors were not involved in the decision to establish exploratory programs, and they felt that some instructional areas should be preparatory. A local lay committee, without teacher or superintendent input, made the decision that joint programs would be exploratory. Superintendents would be willing to convert to preparatory. (C)
-- A school board member agreed with the concept of preparatory programs, but he saw the joint programs as mainly exploratory. Students feel programs are also exploratory; the programs are a stepping stone to the area school. (A)
-- It was the opinion of two local school board members that good exploratory experiences were essential to all students. (B)
-- Funding should be provided for preparatory programs only, and not exploratory and awareness programs. (E)
-- The instructors felt, like the students, that if juniors were permitted to enroll in the jointly administered programs, they would be exposed to different occupations. They would still have a chance in their senior year to choose college preparatory courses, or continue in the

same or different vocational field. (B)

-- The merged area school is responsible for preparatory programs, not exploratory. (E)

-- Local schools don't offer exploratory programs; therefore, jointly administered programs become either exploratory or preparatory depending on how each student intends to use the skills he learns. (A)

-- To what extent should local schools get involved with their own grades 9-12 exploratory programs, considering the proximity of an area school? Would it be better to offer only exploratory programs in small high schools? (C)

-- Exploratory programs should be offered before the eleventh and twelveth grades. (E)

-- Some instructors felt that their students could not get jobs after taking their exploratory programs. (A)

-- More monies are needed for career awareness and exploratory activities. There appears to be resistance to these activities in local schools. (This was particularly emphasized by a representative of minority groups in the area.) (B)

Council Summary

It is generally felt that jointly administered programs would be expanded if the present method of reimbursement were changed. It is not known whether individually operated vocational programs would be increased if the funding system was revised. (Both jointly administered programs and individually administered programs are funded in the same manner.)

It is obvious that the differences between and purposes of exploratory and preparatory programs needs to be defined. There is little agreement on the benefits of exploratory programs, nor the level at which, if at all, these

programs should be taught. A coordinated approach to the vocational education system in the state is lacking, particularly at the elementary and secondary levels.

Recommendations

1. It is recommended that the Department of Public Instruction write guidelines which clearly define the purpose of exploratory and preparatory programs. These guidelines should be disseminated to and used by merged area and local schools when developing course curriculums.
2. The Council recommends that broad exploratory opportunities be available to all students beginning at the seventh grade and continuing through, but not terminating at, the eleventh grade. Consideration should be given to placing greater emphasis on preparatory programming for eleventh and twelveth grade students in jointly administered programs.
3. It is recommended that the Iowa State Plan for Vocational Education: Fiscal Years 1978-1982 be amended to include the rationale and objectives for jointly administered secondary vocational programs.
4. It is recommended that the Iowa State Plan for Vocational Education: Fiscal Years 1978-1982 be amended to include the rationale and objectives for exploratory and preparatory programs.

FOOTNOTES

[1]Annual Report for Career Education, Iowa Department of Public Instruction, Career Education Division (Des Moines, Iowa: Department of General Services, Printing Division, April, 1977), p. 79.

[2]Vocational Education in Iowa within Career Education, Iowa Department of Public Instruction, Career Education Division (Des Moines, Iowa: Department of General Services, Printing Division, February, 1976), p. 3. (Mimeographed.)

Chapter 4

LOCAL, AREA, AND STATE PLANNING

> If each school district could be comprehensive and have a complete vocational program, they would end up with seven or eight vocational programs. How many of the schools in (Iowa) can afford such an outlay of money and facilities? Why couldn't schools in a general area develop two or three very good shops and then exchange students for half a day? This type of activity makes sense to me, makes sense in the saving of money, utilization of facilities, and utilization of faculty.[1]

The secondary level of education in Iowa is established on the concept of providing a comprehensive educational offering to its students. Typically this means that comprehensive high schools offer three commonly labeled curriculum areas. These curricular areas are designed to meet the need of students who, upon leaving high school, enter college, seek employment, or choose homemaking or the Armed Forces. The concept of comprehensiveness is suggested by the educational standards for secondary schools set forth in Sections 257.25 and 280 of the Code of Iowa.

The law specifies the number of courses or units in particular subjects which shall be taught in grades nine through twelve. Using these required units as a core, each high school constructs educational programs which best suit the needs of its students. Educational programs or curricula will vary from one school to another, and may not coincide with the three common curriculum areas mentioned above. Most schools provide the student a choice of at least two major curriculum routes to pursue. (The law does not state that every student shall take all the courses that are required to be taught at the secondary level.)

Where only two curricula are offered, they are most frequently the college preparatory and general education. The Council feels that the

educational standards for vocational courses are minimal; a broad vocational education curriculum offering is not available in many schools. In these cases, the concept of comprehensiveness is not being fulfilled.

High School Graduates and Vocational Programs

Each year the Guidance Services Section of the Department of Public Instruction conducts follow-up studies of high school students one year after graduation. The three most recent one-year follow-ups were of the 1973, 1974, and 1975 graduates. In each of these three years, 48% of the graduates continued their education or training, 34% obtained employment, and 17% either became homemakers, entered the armed forces, were unemployed, or their status was unknown.[2]

The fact that 34% of the graduates for those three years found jobs and were employed is somewhat perplexing, particularly since national youth unemployment figures are so high.[3] Only 11% of the graduating twelfth graders who were employed had completed a wage-earning vocational program.[4] (This is about two thirds of the students completing vocational programs.)

> Of those students who received specialized job training in high school, 60 percent indicated that they later had worked in a job where the training was useful, about 24 percent indicated that they had not used the training, and the remaining 16 percent indicated that they never looked for work where their training could be used.[5]

The other 23% of the employed high school graduates in Iowa must have completed a college preparatory or general education curriculum.

With the high employment rate of high school students one year after graduation in Iowa, do the various high school curricula have any effect on the number of jobs students are finding? Do more jobs require academic rather than vocational skills? Are those who graduated without job

training and are employed finding their work satisfying and rewarding? Do these students have the confidence necessary to seek other employment when their personal needs demand? The answer to these questions may be, "No." The number of jobs high school graduates are finding in Iowa does not change a great deal from year to year. (More recently, fewer jobs have been balanced by the decline in the number of high school graduates.[6]) It is the variety and quality of jobs which high school graduates can find that depends upon the comprehensiveness of high school curricula.

> ...71 percent of these young people who had job training in high school and who were employed indicated that they had been able to apply almost everything they learned in their high school job training program; 87 percent said that they had been able to apply the basic principles of their training; and 87 percent felt that the training was a wise choice.[7]

It is a matter of choice. A greater number of jobs requiring vocational skills are available to students with the proper training.[8] Increasing the number of vocational programs will not increase the number of jobs in the labor market. The Council feels that expanding the breadth of vocational programs will increase the number of different jobs for which students can quality.

> ...individuals who received job training in high school were somewhat more likely to end up in a job which required the skills they might have secured in high school job-training programs.[9]

What types of jobs are 23% of Iowa's high school graduates finding which do not require some form of vocational training?

Public high school students (852) in New Hampshire responded to this question in a recent survey: "Which one of the following do you feel will help you most to live a good adult life?"[10]

	All %	Female %	Male %
Practical arts	43	42	43
Social studies	14	14	14
English	12	15	10
Science	8	9	8
Physical Education	8	6	10
Mathematics	6	4	8
Fine arts	4	5	3
Foreign language	2	3	1
No response	3	2	3

The results of this survey strongly supports the opinions of high school students in Iowa. The Council's 1976 annual evaluation reported that "students are concerned with the current status of local schools in providing opportunities for the development of vocational skills."[11]

-- In 1975, thirty percent of Iowa's 450 school districts offered no vocational wage-earning programs, 60% offered from one to three, and only 10% offered four or more such programs. This represents approximately 60% of the secondary students who had three or less wage-earning vocational subject areas available to them.[12]

-- Secondary student enrollments (grades 9-12) in wage-earning vocational programs averaged 12% of the total public secondary school students over the 1973-75 period.[13]

This Council feels, and this data partially suggests, that only a minimum number of vocational programs are being offered; in many school districts this condition does not reflect student interest and need, or labor market opportunities.

Standards for Vocational Education

The Council is of the opinion that the state' educational standards need to be amended to identify the major educational experiences

which should be available to students with vocational interests at the secondary level. These standards can be found in Section 257.25 of the Code of Iowa. Subsection 6 (h) cites the minimum vocational program standards for public secondary schools:

> Five units of occupational education subjects, which may include, but should not be limited to, programs, services and activities which prepare students for employment in office and clerical, trade and industrial, consumer and homemaking, agriculture, distributive and health occupations.

The first portion of this standard which reads, "Five units of occupational education subjects, which may include, . . ." should be amended to read: "Five vocational education subject areas, which shall include, ..."

> The term "unit" was deleted and replaced by the term "subject area". A unit of instruction is often interpreted to mean a course or a credit. As such, a school may be approved under this standard if it offers five units or courses which may be in one subject area. For instance, cooking, sewing, child care, horticulture, and farm operation, are five units or courses of instruction, but represent only two vocational subject areas, home economics and agriculture. A school would be approvable with this limited vocational subject offering. Its students would not have instruction available in other vocational subject areas such as office, distributive, trade and industry, and health occupations education. The Council believes a secondary school should offer at least two units or two semester courses in all five vocational subject areas for it to be approved. When an offering of this magnitude is not available, the educational experiences for students to prepare for employment are severly limited.
>
> The term "occupational" has been replaced with "Vocational". Vocational education is the term in current use to describe "instructional activities and experiences through which one develops skills for a work role". Occupational education is a term that could encompass work exploration experiences as well as vocational education experiences. Vocational education is the process of learning the many skills required for a given work role.

> "May include" has been changed to "shall include". Five different vocational subject areas should be the minimum number required of any high school if it is to provide a comprehensive educational program to meet student needs. This language does not limit a school to provide only the five vocational subjects listed in the Code.
>
> All vocational programs should prepare students for employment. Preparation for work, in the minds of many people, implies learning a wage earning skill. The vast majority (94%) of the home economics programs are classified as useful or preparation for work in the home. A person completing a useful home economics program is not likely to be gainfully employed outside the home as a result of the skills he or she learned in that program. Therefore, not all of the vocational programs in the state lead to wage-earning or gainful employment.[14]

It would be highly impractical, and the Council does not propose, to have each school district in the state offer five different vocational programs independently. There are one or more possibilities, e.g., jointly administered programs, through which all students in the state would have available to them this suggested minimum. The Council would like to see each student be able to choose from a minimum of five different vocational subject areas which could prepare him or her for employment upon graduation from high school.

A Proposal for Planning

> Before a larger percent of Iowa's secondary students can be served by vocational education a master plan needs to be developed providing students in both rural and urban centers an opportunity to enroll in the vocational program of their choice.
>
> This master plan has to be developed jointly by persons responsible for, directly involved in, and interested in secondary vocational education.[15]

This statement was made in 1975--not 1965. It expresses very succinctly the concerns of many persons this Council met with during its field

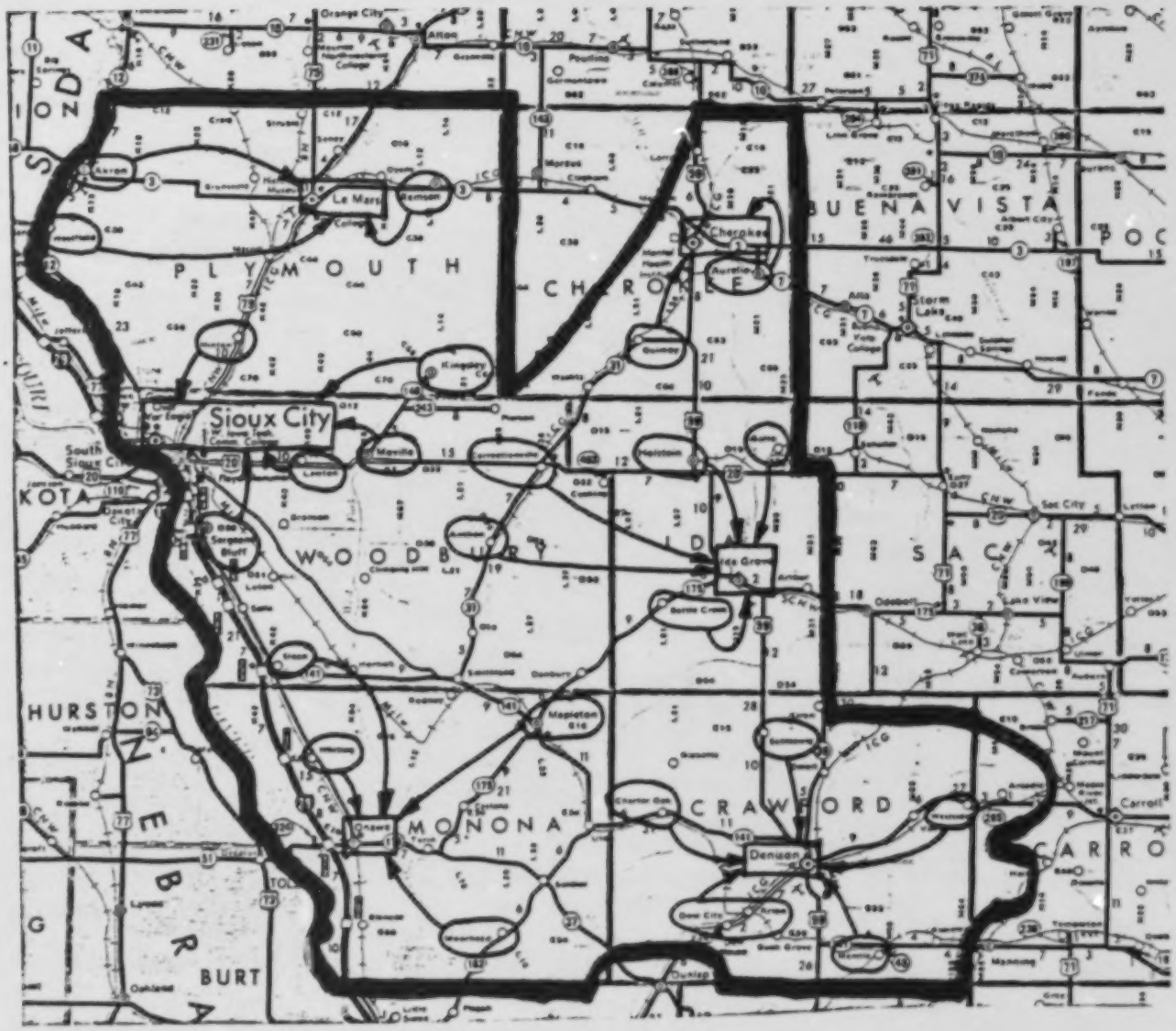
visits this year. (These observations can be found at the end of Chapter Two in this report.) As part of these field visits, the Council prepared for discussion purposes, in each merged area it visited, a model for offering five different vocational programs to secondary students. It suggests the possibility of local schools planning and providing cooperatively to meet the vocational education needs of their students. It is shown graphically via Map 1, page 49, and Map 2, page 50.

The concept is based on a clustering of high schools in geographic units within each merged area. The criteria used to develop this clustered approach are as follows:

1. Transportation--Several central locations were identified, each of which would require 30 miles or less of travel on hard surface roads from the students "home" high school to the vocational center.
2. Programs--Within each 25-30 mile travel distance, a minimum of five different vocational programs would be provided. A maximum of two, two-hour sections of instruction in each program could be provided each day.
3. Enrollments--The Council estimates that approximately one-third of the 600 students enrolled in the eleventh and twelveth grades within each geographic area would be enrolled in the five programs. This would provide approximately twenty students in each of the two sections of the five programs.[16] (The eleventh and twelveth grade enrollments for FY 77 for each district are circled on Map 2. The total eleventh and twelveth grade populations of districts surrounding the central location is contained in the box. This box is located in the central district of each proposed planning area.)

Map 1

Locations of
Geographic Centers and Local
Secondary Schools within a 25-30 Mile Radius

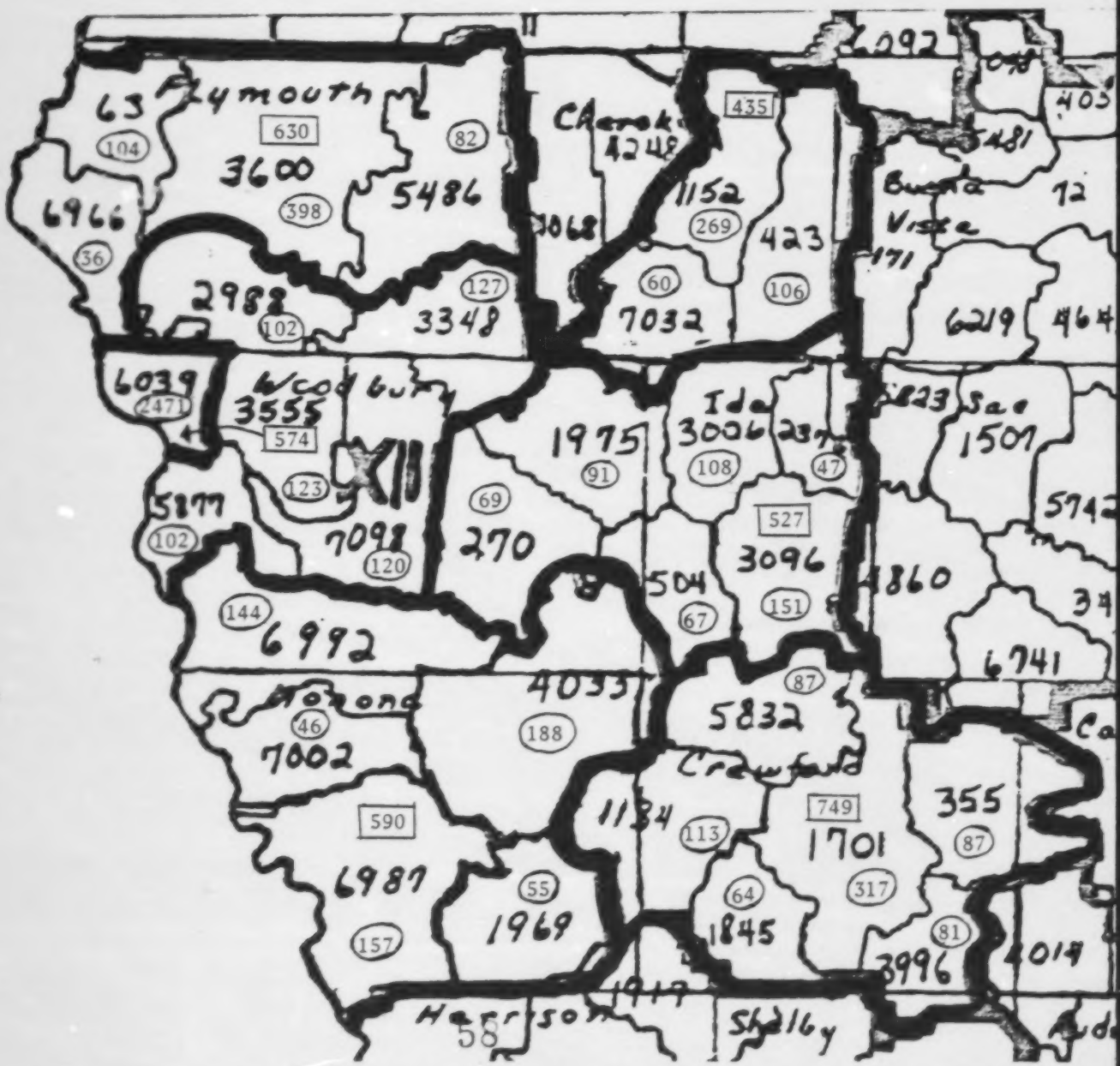


Map 2

Delineation of Geographic Centers by
School District Boundaries and 11th and 12th Grade
Enrollments in Each School District and Geographic Unit

Key

Outstanding Numbers: school district identification code.
Encircled Numbers: 11th and 12th grade enrollments within each school district.
Rectangulated Numbers: sum total of 11th and 12th grade enrollments within each geographic area.



This is not a model for reorganizing or consolidating school districts. This proposal is built around the autonomy and boundaries of each district. Hopefully it illustrates that smaller school districts can maintain a comprehensive curriculum, and meet legal educational standards through cooperative planning and program operation with neighboring districts. As Jonathan Sher and Rachel Tomkins stated in Economy, Efficiency, and Equality: The Myth of Rural School and District Consolidation:

> Regionalizing such expensive programs as vocational education is one alternative to consolidating entire schools and districts.[17]

A central or regional unit of delivering vocational education has operated successfully in Iowa. Merged Area V established a secondary career education center at Storm Lake in January of 1971.[18] The criteria used for those centers was based on the cluster concept outlined this year by the Council. The Council recommends the reader consult an evaluation conducted of the Storm Lake' center concept.[19]

The Iowa Western Community College submitted a "sub-district organization" plan for the 35 local public school districts within Merged Area XIII to the State Board of Public Instruction in 1973. "The project is designed to supplement the existing career programs offered by local school districts in order to serve the career education needs of those senior high school students." A student interest survey, administrative plan, proposed budget, and sub-district map are contained in this proposal.[20]

Merged Area X is the only other area in the state to plan and operate a comprehensive geographic cluster concept for offering secondary vocational education programs. Kirkwood Community College operates what is called the "KEY Program" at six centers within the merged area. Students travel from

local schools to attend vocational programs at these centers.

> The KEY Program is in its third year of existence in Area X. It is classified as a Jointly Administered program by the State Department of Public Instruction. It's purpose is to offer expanded Career Education opportunities for Secondary students in all school districts comprising Area X. Jointly administered programs supplement existing programs offered by Local Education Agencies by establishing on a cooperative basis courses which would not be feasible for each local school district to offer either financially or by potential students. Courses offered by the KEY Program are mainly vocational and train students for entry-level jobs. 21

The KEY Program was the "unanimous choice by local school officials" from four alternatives proposed in 1974 to meet the career education needs of students in Area X.[22]

At this point, it is necessary to further clarify the model designed by this Council, and discussed by superintendents and board members during the Council's field visits. This will help also to differentiate from the three programs just mentioned. First, the construction of separate facilities might not be required in many central locations. The entire cluster concept could be based on the sharing of existing buildings and resources. Secondly, the merged area schools may or may not be involved in the actual operation of the five programs within each clustering of local districts. It is imperative that the merged area school be involved in the planning of each cluster, but not inextricably. Thirdly, the Council feels that the jointly administered program is the present vehicle or mechanism by which the cluster concept would be initiated and the base from which it would function. Jointly administered agreements can be made between local schools, and between local schools and a merged area school. Finally, comprehensive planning on a local and merged area basis is at the crux of the Council's proposal.

At this point of the watershed, the Council urges local boards and superintendents in contiguous school districts to meet and discuss the importance and future of vocational education to themselves, their students, and constituencies.

State Plan and Planning

> As can be readily observed, several districts currently offer no vocational education programs, while many other districts offer programs in only one or two occupational areas (primarily agriculture and home economics).[23]
>
> Expressed view: Planning for vocational programs, services and activities should be required at the local level.
>
> How reflected: This State Plan requires each school district and area school to submit by 1980 a five year projection of and budgets for vocational education programs, services, and activities for FY 1983-1987. Such plans would be implemented in 1983.[24]

This Council is of the opinion that the Iowa State Plan for Administration of Vocational Education within Career Education appears to have been developed to comply with federal legislation. The primary reasons for this opinion relate to the delaying of state effort until 1980 to implement universally local planning. Effort has been lacking to convince the legislature of the need to amend the Iowa Code in order to reimburse local schools on a current basis rather than following the conclusion of the fiscal year.

Federal legislation requires that vocational education programs be planned according to the manpower needs, economic factors, and population characteristics of the persons to be served. Without such information and data, program goals cannot be defined. Planning requires goals if it is to be effective.

Because the state agency in Iowa has taken the sole responsibility for collecting this data, local school districts have been relieved of the necessity of planning. Therefore, program goals are defined at the state level.

The state agency has tried to implement objectives identified in the state plan at the local level. It is difficult to know the degree of success which has been achieved. One reason is that local school districts have nearly total autonomy in determining programs to be offered.

The efficiency gained by collecting data at the state level may have impeded the implementation of local planning. As a result, local administrators are not likely to have an adequate conception of where their program fits into a state-wide plan. Local agencies also are given autonomy--indirectly--through local taxes and state general aid. Since local taxes and general aid pay for the greatest portion of local programs, the local community must be satisfied that their needs (objectives) are being met.

It is likely that the state agency has been placed "in a position of responding to local initiatives."[25] In this situation the only way to assure that a state-level program goal had been acted upon would be to withhold program approval. Although the state agency may deny program approval, it cannot control the expenditure of local tax funds, and it has little control over the expenditure of state general aid regarding high school vocational programs. Under these conditions, and considering limited vocational reimbursement, it is difficult to encourage the successful fulfillment of state-wide vocational program objectives.

In recent years the state funding policy has not stimulated local vocational planning and program implementation. This is due likely to the fact that local school systems, because they are operating under controlled budgets, cannot increase the amount of local tax dollars collected: their general aid is controlled by the state comptroller and legislature which is keyed to the economic prosperity of the state. The vocational aid formula no longer serves as an incentive to start new programs because it is degressive. Nevertheless, there are many portions of the state plan, not directly tied to the funding policy, which can serve as a solid foundation for local planning.

The state agency is commended on the statistical portions of the state plan. A significant effort has been made in the data collection process. The CENIS survey of labor supply and demand and student interests is one of the more valid in the country. For the state agency to gather this information by itself has been no easy accomplishment.

These data have not been restricted to the state plan. Fourteen area community colleges and vocational schools in the state made use of these data on a regional merged area basis for career education needs assessment studies conducted between 1973 and 1977. The state agency has made available the data it has gathered at the state level to area school planners on a regular basis.

In addition, the state agency has published a short, but well organized pamphlet entitled, "Planning for Preparatory Career Education Programs: Guidelines for Local Planners." Printed in 1975, it lists the planning steps and data sources which should be followed and utilized when planning for vocational and career education programs. Many merged area

schools have been provided copies of these guidelines, and they have been distributed on a very limited basis to the local schools.

The 1978-1982 State Plan for Vocational Education contains in Appendix E a CE-6 form, "Local Vocational Education Annual Application Summary." This one page, seven-step application summary is an excellent, condensed outline of the material contained in the planning document mentioned in the previous paragraph. Local districts did not submit the CE-6 form prior to fiscal year 1978.

Both the planning data gathered at the state level and the planning guidelines written by the state agency are excellent tools which can be used by local planners. Unfortunately, local schools have not used these resources on a regular, coordinated basis. The state plan has met the requirements of the federal legislation, but its effectiveness as a management tool has been restricted by funding policies, state appropriations, and state laws.

> The major advantages which state-level master planning should exhibit are: (a) master planning which assures that all school systems in the state are part of a vocational school district and, in theory, that all students will have access to a vocational program; and (b) district planning which coordinates secondary, post-secondary and other occupational program planning and provides for greater cooperation and coordination of resources.[26]

The Council recognizes that federal legislation has strongly encouraged state-level planning, but, in the past, may have limited the local planning process. State legislation has not taken up where the federal law has left off. State legislation does not require specific planning for vocational education in the secondary schools. It is essential for the Department of Public Instruction to include vocational program planning in

guidelines relating to Section 280.12 of the Code of Iowa which requires local school assessment and planning in general. Without the benefit of specific reference to vocational planning, the local assessments and plans may not address the specific issue of providing a comprehensive educational offering for their students. The Department of Public Instruction has statistics from local plans to convey to the legislature the status of and needs for vocational education in Iowa. The legislature needs to know whether funds should be increased, decreased, or remain the same, and the purposes for which funds are being and will be used.

The state agency in testimony before a state legislative subcommittee studying secondary school vocational and technical education, described the status of this system in antithesis to supporting data. Whereas, this Council recommended a doubling of state vocational funds to secondary schools, and the need for a uniform financial accounting system at that level, the state agency did not encourage the latter, and to the former replied:

> Unless federal appropriations are at an increased level or the state appropriations are increased, state and federal support to local and merged area schools will be reduced.
>
> If the federal monies remain at about the same level and the same proportion of that dollar allocated to each administrative level (elementary-secondary, postsecondary), a need of considerable proportion will exist. 27 (Emphasis added.)

It is unfortunate that, with data available to the contrary, a strong case was not presented by the state agency in favor of a greater increase in state vocational aid to secondary schools.

Issue

It is often the case that problems in one state are present in other states. The issue the Council has grappled with in this section has been pointedly described by observers in other states:

> Since the state agencies have not been in a position to require that planning be carried out in a systematic fashion, nor have they been in a position to provide the technical and economic support which is essential to carry out good planning, planning by the local agencies is often found to be dominated by local political influences and is largely devoid of the basic planning data which would be required to fulfill the obligation imposed on the State Agency.[28]

And although the first sentence in the following quote may not be entirely applicable to Iowa, the later sentences fully summarize the Council's concerns:

> There is little evidence to show that the availability of vocational education programs--especially those offered through secondary educations systems--have any effect on solving the problems of unemployment and high welfare rolls, yet these data must--by federal regulation--be incorporated in the state formula for assigning priorities to funding applications. The question of whether or not these criteria are actually used in program planning and funding at the state level has not been explored to date. However, it appears they have little effect since allocation procedures utilized in most states do not reflect the inclusion of such data in program evaluations.[29]

Observations

The following comments from the Council's field visits are reactions to the model of clustering high schools in geographic units within each merged area. Local superintendents and board members expressed these opinions in regard to the maps and criteria of this concept, similar to what has been described in this report.

-- Transportation is a problem for local schools participating in jointly administered programs. (D)

-- It was felt the student interest would remain the same, even if the local school could not provide transportation, and students had to drive themselves. (B)

-- Transportation in this area was coordinated with the busing of special education students. Traveling more than twenty-five miles was not favored. (A)

-- There may not be a need to invest in new facilities. Because of declining enrollment, vacant buildings and other facilities can be used. (E)

-- Although students said they would be willing to enroll in the same program if offered at a neighboring local school, instructors thought they would prefer the neutral ground of an area school. (C)

-- Local-school teacher's attitudes toward encouraging their students to enroll in joint programs at the area college varied. Part of any discouragement may be due to local instructors who feel that "a loss" of students to a joint program may threaten their job status. (C)

-- There were very wholesome attitudes about the flexibility to provide educational options with other local schools, area schools, and private trade schools. (E)

-- One instructor felt that it might be better for instructors to travel to local schools to teach a class, rather than the students traveling to the area school. Students arriving at the area school after

riding the bus "were higher than kites" when they get to class. It was also felt that this method encouraged local school involvement in vocational programming, and the local school budget retained the student tuition costs. (C)

-- Another option, which is feasible under the attendance center concept, is to have students complete all their academic courses the first two years of high school. As juniors and seniors they would attend vocational programs at the center on a full time basis. Academic courses could be offered at a center if this was not possible. (D)

-- There is a need for secondary vocational attendance centers as opposed to full-scale school district reorganization. (D)

-- One superintendent felt that this plan would build another level of education similar to the AEA's and area schools--another layer the local schools must support. (C)

-- The superintendent supported the attendance center concept provided a master plan was written which assured equity for all subdistricts, and the area school coordinated the plan. Funding could be prorated to each school according to the number of students enrolled. Assurances for articulation would have to be included. (D)

-- Five-year plans for local schools are meaningless, because schools do not know the year-to-year status of their funds--where they will come from or in what amounts. (B)

-- One of the superintendents stated that he had talked with the other twenty-eight superintendents in his area concerning joint agreements between schools. Their attitudes were generally negative; these programs pose the threat of reorganization to the community. (C)

-- Several reasons were given for the termination of joint programs in this area: geography, wrong types of programs, poor instructors, lack of support from local schools, diversity of student interest, duplication of local school programs, student interest versus available jobs, lack of community support for joint agreements, threat of reorganization by administrators and counselors (but not board members), and fear of not filling student slots in the joint contract. A new attempt to establish the joint programs in this region was foiled because the area school lacked the necessary funds. (A)

-- Sliding funding scales, high cost of transportation, declining enrollments, and lack of student interest were major reasons why two schools would be withdrawing from the joint program. Superintendents of these schools felt it may be more economical to expand local programs by using existing staff more efficiently

-- Local school administrators need to quit being maintainers; they need to be more creative and to solve the problem. (E)

Council Summary

Reactions to the Council's proposal for clustering high schools into planning and programming units were mixed. The strongest differences were noted between merged areas, but not generally within the areas. Support for this concept would probably be highest among those areas which have experience with jointly administered programs. Transportation and scheduling were primarily school-to-school problems which could be resolved if the 25-30 mile radius were not expanded. The more

serious question of funding touched all levels in the vocational education system; this question would have to be resolved at the state level if the clustered concept was promoted. Fears of school district reorganization would have to be discussed on a merged area basis.

The most important observation the Council made when it presented the cluster proposal was the discussion which was stimulated. In many instances other alternatives, such as mobile van units, were suggested. The participants began looking critically at the vocational education needs of the students in their communities and the different options through which their schools could meet those needs.

Recommendations

1. The Council encourages the state legislature to amend the educational standards in the Code of Iowa (257.25) so that every secondary school student will have available to him or her at least five different vocational subject areas of instruction.
2. The Council recommends that the Career Education Division revise the pamphlet "Planning for Preparatory Career Education Programs." The pamphlet should differentiate between planning at the merged area and local school district levels, state the procedures and sources of data necessary for completing the CE-6 form contained in the 1978-1982 State Plan for Vocational Education, and describe how local plans will be used in the state planning process.
3. The Council recommends that the planning pamphlet and the standards for local planning, as stated in the State Plan for Vocational Education, be distributed to each local school district no later than May 1, 1978.

4. The Council recommends the state legislature update Chapter 258 of the Code of Iowa. The very nature of vocational education in Iowa has changed significantly since this piece of legislation was enacted. Reimbursing local schools at the end of the fiscal year for their vocational programs, and then only for a portion of the salaries and travel expenses of the teachers of those programs (258.5), is not sound monetary policy. The chapter also lacks a definition of "vocational" education. The term "vocational" has recently been confused with similar terms used in the code: "Prevocational" (258.4); "career" (280.9); "occupational" (257.25); "technical" (280A.1). These are a few of the reasons we feel this chapter should be rewritten.
5. The Council recommends that the staff of Career Education Division, in October, 1978, begin visitations to local schools to discuss the local planning requirements under federal legislation. Each school district should be apprised of the role they will play in gathering planning data, defining program goals, and where their programs and plans are reflected in the state plan.
6. The Council recommends that local plans for vocational education be submitted by September 1, 1979, for implementation September 1, 1980.

FOOTNOTES

[1]Opinion expressed by John H. Messerli, Director of Title III, Linn County Board of Education (at time of presentation) in an address ("The Intermediate Unit in Iowa") at the Area X administrators meeting, September 13, 1967 (microfiche No. ED015804 on file in Iowa Department of Public Instruction Media Center).

[2]Iowa Guidance Surveys, Guidance Services Section, Department of Public Instruction (Des Moines: Department of General Services, Printing Division, 1977), p. 63.

[3]Youth Unemployment: The Need for a Comprehensive Approach (Washington: The National Advisory Council on Vocational Education, March, 1977), (Mimeographed), and the National Advisory Council on Vocational Education, "Youth Unemployment," Facts: People, Figures, Events, No. 11 (July, 1976), 1.

[4]Annual Report for Career Education, Fiscal Years 1973, 1974, and 1975, Career Education Division, Department of Public Instruction (Des Moines, Iowa: Department of General Services, Printing Division) and "Basic Educational Data Survey", Management and Information Division, Iowa Department of Public Instruction (microfiche).

[5]Samuel S. Peng, An Assessment of Job Training Programs in American High Schools (Research Triangle Park, North Carolina: Research Triangle Institute, Center for Educational Research and Evaluation, May, 1977)

[6]Iowa Guidance Surveys, loc. cit.

[7]Peng, op. cit., p. 4.

[8]Prioritizing Iowa's Training Needs, Career Education Division, Department of Public Instruction (Des Moines: Department of General Services, Printing Division, January, 1976).

[9]Peng, op. cit., p. 6.

[10]David D. Davies, "Student Opinions: Cause for Reflection," Phi Delta Kappan, LIX (September, 1977), 68.

[11]1976 Report on the Career Education Effort in Iowa, State of Iowa Career Education Advisory Council (Des Moines-Vocational Education Advisory Council, December, 1976), p. III-1.

[12]See Appendix B, Table B-6.

[13]Annual Report for Career Education and "Basic Educational Data Survey", op. cit.

FOOTNOTES (Continued)

[14]Iowa Career Education Advisory Council, "Testimony Before the Joint Senate and House Education Committee of the [Iowa] General Assembly Studying Secondary School Vocational and Technical Education," October 4, 1976, pp. 2-4. (mimeographed.)

[15]Iowa Council of Local Administrators of Vocational, Technical Education and Practical Arts, "Vocational Education Needs for Iowa's Secondary Schools," February, 1975, p. 7. (Mimeographed.)

[16]"About 29 percent of the high school seniors of 1972 indicated that they received specialized training intended to prepare them for immediate employment upon leaving high school." Peng, op. cit., p. 3.

[17]Jonathan P. Sher and Rachel B. Tomkins, Economy, Efficiency, and Equality: The Myth of Rural School and District Consolidation (Washington: National Institute of Education, July, 1976), p. 28.

[18]Planning Study to Determine the Career Education Needs for Merged Area V (Fort Dodge, Iowa: Iowa Central Community College, October 1973), pp. 2-8, 83-88.

[19]Dave Cronin and others, Evaluation of the Iowa Central Community College Career Education Pilot Program for High School Students School Year 1972-73 (Iowa City, Iowa: The PAERIS Program, Iowa Center for Research in School Administration, University of Iowa, July 1, 1973).

[20]A Proposal Master Plan for Project: SPACE (Secondary Program in Area Career Education) in Merged Area XIII (Council Bluffs, Iowa: Iowa Western Community College, March 21, 1973). (Mimeographed.)

[21]"A Survey of Key Career Education Program Graduates," (Cedar Rapids, Iowa: Kirkwood Community College, May 1, 1977), p. 1. (Mimeographed.)

[22]Area X Career and Pre-Career Needs Assessment Project (Iowa City, Iowa: Administrative Consultant Services, January, 1974), pp. 101-110.

[23]Iowa State Plan for Vocational Education: Fiscal Years 1978-1982, Iowa Department of Public Instruction, Career Education Division (Des Moines, Iowa: Department of General Services, Printing Division, May, 1977) p. 29. (Mimeographed.)

[24]Ibid., Appendix B, No. 4.

[25]Alan Woodruff and others, State and Local Responsibilities for Planning Occupational Education, (New York: Educational Facilities Laboratories, Inc., 1976), p. 26.

[26]Ibid., p. 50.

[27]"Vocational Education in Iowa within Career Education," Iowa Department of Public Instruction, Career Education Division, document No. 6300-C27250 (Des Moines, Iowa: Department of General Services, Printing Division, 1976), p. 79. (Mimeographed.)

FOOTNOTES (Continued)

[28]Woodruff, op. cit., p. 7.

[29]Ibid., p. 70.

Chapter 5

SECONDARY VOCATIONAL FUNDING: A LIMITED ANALYSIS OF A CRITICAL PROBLEM

> The critical issue of school finance in Iowa is that school districts must operate within formula-determined budgets. 1
>
> Robert Benton
> State Superintendent

Money has been mentioned in every section of this report. The reasons for discussing money in vocational education are no different from why any taxpayer talks about it: (1) there is a lack of it, and (2) it is not equitably distributed. Vocational education is not adequately funded--secondary programs in particular. This section of the Council's report presents the status and issues of funding vocational programs at the secondary level.

There are three sources of funds for secondary vocational education: federal, state, and local. The following tables list the expenditures from each of these sources. It should be noted that the financial accounting systems at the federal and state levels group state and local expenditures together (as in Table 13). At the time of this reporting, the local expenditures to secondary vocational education can only be estimated on the basis of the state appropriations of vocational aid to secondary schools (Table 14). The state agency correctly describes the major trends in these funding patterns:

> Funding trends. . .indicate a continuing and increasing tendency toward significantly expanded roles for state and local support of vocational programs with a decrease in the proportion of federal funds. (Original emphasis.)

Table 12

Federal and State/Local Expenditures
for Secondary Vocational Education

(In Thousands of Dollars)

Fiscal Year	Federal	State/Local	Total
1972	1,948	7,665	9,613
1973	2,241	7,828	10,069
1974	2,631	9,039	11,670
1975	2,252	11,707	13,959
1976	(2,754)	(12,834)	(15,588)

Sources: Vocational and Technical Education Selected Statistical Tables, fiscal years 1972-1975, U.S. Office of Education; figures in brackets are approximate expenditures from the 1976 Annual Report for Career Education, Iowa Department of Public Instruction.

Table 13

Estimated Local Expenditures
for Secondary Vocational Education

(In Thousands of Dollars)

Fiscal Year	State/Local (from Table 13)		State Appropriation		Estimated Local Contribution
1972	7,665	-	1,725	=	5,940
1973	7,828	-	1,725	=	6,103
1974	9,039	-	2,250	=	6,789
1975	11,707	-	2,625	=	9,082
1976	(12,834)	-	2,550	=	(10,284)

Sources: Vocational and Technical Education Selected Statistical Tables, fiscal years 1972-1975, U.S. Office of Education; and acts passed at the regular sessions of the General Assembly of the State of Iowa, appropriate years.

( ) = Approximation of expenditures from Annual Report for Career Education.

> The prospects of increased federal appropriations for vocational programs are not overly reassuring. It appears that additional increases in the state share of total financial support is essential....[2] (Emphasis added.)

In the same year (1976) these observations were made, and presented to the state legislative subcommittee referred to earlier, the state appropriations for secondary vocational aid had decreased by $75,000. (As a point of comparison, state vocational aid to the merged area schools increased $1,326,200.)

The state agency, when given the opportunity to express this concern for increased secondary vocational aid before the state legislative body, in toto, did not explain nor rationalize the need for additional support. The state agency, through the state board, made the following recommendations for increased funding:

> Vocational Aid: Section 258 is amended. The vocational aid requested is required to meet the matching requirements of federal appropriations to Iowa and to provide the necessary reimbursement to continue preparatory and supplementary career programs.[3]

This recommendation--by itself--had to justify an appropriations request for 1978-79 of $11,252,558 for secondary vocational purposes,* when the 1976-77 appropriation was only three million dollars.

The need has been expressed, to a very limited extent, in reports which are probably not read by state legislators. The state agency in its annual reports for Career Education, for both fiscal years 1975 and 1976, provided justification for appropriation increases for secondary vocational programs.

(1) State Action Needed

> New program development has created a strain on state and federal dollars; therefore, the maintenance level funding

*Continuing and new secondary vocational programs, and secondary vocational equipment replacement.

> to secondary schools has dropped. Increased state appropriations are needed to provide additional new programming efforts as well as to continue to maintain quality ongoing preparatory career education programs for secondary students.

(2) Office of Education or Congressional Action Needed

> The "seed money" concept of Federal funding creates the critical problem of maintaining and improving programs started with the stimulus of Federal monies which are subsequently withdrawn. Iowa school district budgets are determined by a formula contained in state law and local districts have no discretion to vary from that formula. If no Federal funds are available to maintain existing programs, many worthwhile, effective programs may have to be discontinued. 4

It is not known what effect these explanations would have had on actual appropriations, but certainly at least some justification was needed for what might be considered by some people a very large secondary vocational aid request.

The present method employed by the state agency for distributing secondary vocational funds to local schools received considerable criticism during the Council's field visits and public meetings. A local school is reimbursed for only the teacher's salary and travel for each program, and this reimbursement is on a percentage basis. The rate of reimbursement is 60% the first and second years, 40% the third, and less than 20% for each year after that. (Prior to FY 1978, reimbursement was 80% the first year.) The balance of funds for the teacher's salary and travel--and all other program costs--is provided by the local school. This method is used to reimburse both independently and jointly administered programs. Preparatory programs are funded on an ongoing basis; exploratory are funded only the first three years.

This method of funding traditionally provided an incentive or motivation to start new programs. When Section 258 of the Iowa Code was written, schools were able to absorb initial program start-up costs by

increasing their local tax levy. Currently, legislatively imposed budget ceilings makes it difficult for many schools to start new programs and expand or improve present programs.

Many schools are now hesitant to begin programs because they are unable (under controlled budgets) to absorb the increasing costs of vocational programs when the reimbursement reaches the 40% or 20% levels. Some programs, which are now entering their third or fourth years under this system, are being discontinued, since local schools are unable to maintain their existing educational programs and assume a greater financial responsibility for the vocational programs. Schools participating in jointly administered programs experience inequities unique from schools operating their own programs under the current funding system.

The inequities of degressive reimbursement can best be illustrated in the case where two or more schools enter into a joint agreement and additional schools begin to participate after the program has been in operation for at least one year. A hypothetical example of this situation is contained in the chart on the following page. This chart is also designed to point out the discrimination inherent in reimbursement based only on an instructor's salary and travel.

The chart is based on three schools participating in one joint program with one instructor whose salary is $10,000 a year (travel included). In each year of the program, a school is assessed a percentage of the instructor's salary based on student enrollment. The local school is then reimbursed by the state agency on the number of years it participated in the program. The chart illustrates the effects of the 80-60-40 reimbursement on this situation. The figures in parenthesis illustrate the effects on the same situation using the new 60-60-40 percentages. (We have assumed enrollment from each school would increase annually.)

CHART

The Effects of a Degressive Funding Method
Upon Schools Participating in Jointly Administered
Programs: A Hypothetical Situation

Year of Program	SCHOOL A					SCHOOL B					SCHOOL C				
	Enrollment	Percent of Instructors Salary *	Amount of Salary	Level of State Reimbursement	Amount of Reimbursement	Enrollment	Percent of Instructors Salary *	Amount of Salary	Level of State Reimbursement	Amount of Reimbursement	Enrollment	Percent of Instructors Salary *	Amount of Salary	Level of State Reimbursement	Amount of Reimbursement
1	8	100% = 10,000		80% = 8,000 (60% = 6000)											
2	9	65% = 6,500		60% = 3,900		5	35% = 3,500		80% = 2,800 (60% = 2100)						
3	10	45% = 4,500		40% = 1,800		7	32% = 3,200		60% = 1,920		5	23% = 2,300		80% = 1,840 (60% = 1380)	
4	8	33% = 3,333		20% = 660		8	33% = 3,333		40% = 1,333		8	33% = 3,333		60% = 2,000	

* Percent of salary based on enrollment.

-- In the third year of the program, when both schools B and C have fewer enrollments than school A, they both receive greater proportions of state funds than school A, even though school A has been in the program longer and has the most students enrolled.

-- In the fourth year of the program, where enrollments from each school are the same (eight students), school A is again at a disadvantage, even though its enrollment has declined.

-- Under the 60-60-40 levels, the imbalances during the third year are only slightly ameliorated; in the fourth year, the new funding percentages have no effect.

A final factor has made it difficult for all schools operating reimbursed programs to plan effectively. Schools receive their state reimbursement for all vocational programs at the end of the school year. A revision in the Code would be needed if local schools were to be reimbursed at the beginning or during the school year. This would make planning a much more viable process. But changing the 80-60-40 funding percentages is state policy--it does not require enabling legislation.

The state agency has responded to recent requests for eliminating or reducing the 80-60-40 funding system. This suggestion was made by participants in public meetings conducted by the state agency in February, 1977. The purpose of these open meetings was to receive public comments and ideas related to the development of the 1978-1982 State Plan for Vocational Education. The draft copy (May, 1977) of that plan contains the state agency's response to reoccurring or prominent concerns expressed at the public meeting. Included is the following response calling for elimination or reduction of the 80-60-40 funding of programs:

> While the State Plan contains no statement specifying adoption of this suggestion, the funding of new programs for fiscal year 1978 will be reduced to 60-60-40, not because of the ineffectiveness of the 80-60-40 concept but because of a lack of monies to continue this level of funding. 5

It is clear that a reduction has been made due to lack of funds. Will the funding be 60-60-30 or 60-50-40 next year? A reaction is still needed to the suggestion of eliminating the present method of funding. Is there an effective method which could replace the present one?

Twenty persons representing various educational organizations within the state submitted testimony before the state legislative subcommittee studying secondary vocational education in October, 1976. Most of this testimony was directed at alternative methods of funding, even though the legislature does not make that mandate. Several of the proposals are presented below:

1. Reimburse the exceptional direct cost of existing programs, plus funds for equipment replacement.
2. Employ a weighting factor to cover direct program costs and transportation. This system is currently used for funding special education.
3. Fund the area schools directly for the operation of jointly administered programs. Under this proposal the area schools would provide <u>all</u> of the vocational programs to secondary students. The secondary school which participated could be reimbursed for indirect administrative costs.
4. Provide a block grant for equipment on a once only basis <u>with priority to smaller schools</u>. (Apparently the current reimbursement method for teachers salaries and travel would be retained.)
5. Fund student transportation and direct program costs as separate categories of funding.

6. Provide additional funds for only excess costs. This approach stresses the development of high school programs as an extension of the merged area schools.
7. Establish different systems for funding exploratory and preparatory programs. (Currently, the funding for the first three years of these programs is the same. Following the third year, the exploration programs are not funded at all.)
8. Offer an allowable growth factor of one percent per year to each school district wishing to operate vocational programs (assuming a uniform accounting system would be in operation).
9. Provide funds to area schools to purchase all the equipment for secondary programs in their merged areas.

As suggested in the previous section, the state funding policy must in some manner influence vocational programming in accordance with the goals of the state plan. Therefore, there are two methods, not listed previously, by which funding can be directed toward meeting state-wide program objectives:

1. Reimbursement on a fixed percentage of total program cost or
2. Higher reimbursement for programs of greatest need.

One of the major difficulties faced by the legislative subcommittee was a lack of sufficient information to explore each of these proposals to any depth. Data on program costs would have greatly enhanced the subcommittee's efforts had this data been available. The state agency did not know at that time the cost of secondary vocational programs. Estimates based on the cost of postsecondary programs could have served as bench marks, but this was not attempted. Data was available on the cost of jointly administered secondary programs operated by the merged area schools.

Issue

The need for increased support to secondary vocational education in Iowa is apparent. This need has been inadequately expressed before the state legislature. No rationale has been given to support requests for increased appropriations.

The method of funding secondary vocational programs is at the core of the financial dilemma. The present funding system is discriminatory and places schools engaged in jointly administered programs in an inequitable position. Data does exist on the cost of some secondary programs, and these data can be applied to alternative funding methods. A true funding policy must reflect the program goals of the state plan.

Observations

The following statements reflect a representative sample of opinions expressed to the Council during its field visits on the topic of jointly administered programs.

-- There was general agreement that the state foundation plan must be changed. (C)
-- Monies need to be earmarked for vocational education and not included in the general fund. (E)
-- The local school must receive more equitable funding than the 80-60-40 system. (E)
-- Reimbursement should be based on factors other than teachers' salary and travel. (A)
-- What safeguards exist against a school dropping one program and changing to another to get back to the 80% level of funding? (B)
-- Secondary vocational education is being straggled due to a lack of funds. New programs and equipment require more funds. (D)

-- Declining enrollments in local schools means that budget cuts will have to be made in the most expensive programs and those with the fewest students, i.e.. vocational programs. (Joint programs decrease the number of students in local programs.) (C)
-- Any new method of funding secondary vocational education must include monies for equipment. (C)
-- There is a need for changing current laws to allow equipment purchases. (E)
-- Local schools should be reimbursed for transportation to off-campus centers or their own programs. (B)
-- Where can funds be found for additional costs, e.g., transportation, related to the attendance center concept for secondary vocational education? (D)
-- Earmarked money for jointly administered programs should go to the school providing the program, not the school sending the student. (E)
-- Funding for transportation of joint programs was favored. (A)
-- The financial needs of schools with declining enrollments will vary with those who have stable or increasing enrollment; this would require different reimbursement for vocational programs. (E)
-- Possibly a weighted formula would be suitable for maintenance costs. Original start up costs are high; they should be fully funded. (E)

Council Summary

This summary will be used to point out two issues which have not yet been discussed. First, these observations clearly express the need for money for equipment. Many vocational programs are more expensive than academic programs. Equipment and facilities present high initial outlay costs for local schools. In addition, many secondary vocational programs are attempting to teach students job skills on equipment which in many cases in worn out, in

disrepair, and not comparable to that currently being used by business and industry.

Participation in jointly administered programs creates special funding problems, such as transportation. Students from one local school even had to pay their own tuition, and in other cases transportation, in order to attend a joint program. (This appears to be in conflict with Chapter 282.7 of the Code of Iowa.)

Recommendations

1. The Council recommends that the state agency write and submit to the Sixty-Eighth General Assembly a separate appropriations request which fully explains and justifies the need for secondary vocational aid to support continuing and new programs, and equipment replacement.
2. The Council recommends that the state agency utilze available secondary vocational program cost data from merged area schools with different computer program models to identify needed state dollars for vocational support. A more effective funding system should also be identified.
3. The Council recommends that the state agency carefully analyze the new financial accounting system for local schools to validate its utility in identifying and categorizing the costs of secondary vocational programs.

FOOTNOTES

[1]U.S., Congress, House, Subcommittee on Elementary, Secondary, and Vocational Education of the Committee on Education and Labor, Vocational and Occupational Education--Volume 3, Hearing, 94th Cong., 1st and 2nd Sess., on H.R. 19 and related bills to amend the Vocational Education Act of 1963, September 16, 1975 (Washington: Government Printing Office, 1976), p. 218.

[2]"Vocational Education in Iowa within Career Education," Iowa Department of Public Instruction, Career Education Division, document No. 6300-C27250 (Des Moines, Iowa: Department of General Services, Printing Division, 1976), p. 50. (Mimeographed.)

[3]Iowa State Board of Public Instruction, Report to the 1977 Session of the Sixty-Seventh General Assembly (Des Moines, Iowa: Department of Public Instruction, December, 1976), p. v.

[4]Annual Report for Career Education, Fiscal Year 1976, Career Education Division, Department of Public Instruction (Des Moines, Iowa: Department of General Services, Printing Division, April, 1977), pp. 80-81.

[5]Iowa State Plan for Vocational Education: Fiscal Years 1978-1982, Iowa Department of Public Instruction, Career Education Division (Des Moines, Iowa: Department of General Services, Printing Division, May, 1977), Appendix C, No. 7. (Mimeographed.)

Chapter 6

GENERAL OBSERVATIONS OF JOINTLY ADMINISTERED PROGRAMS

The Advisory Council' field visit teams talked with students, instructors, superintendents, and board members in five merged areas in the state. Most of these discussions were on specific topics related to the quality and effectiveness of jointly administered programs. The observations which follow are grouped under several different headings. The majority of these comments were made by students and instructors.

On Counselors and Counseling:

-- The biggest complaint was the lack of counseling at home schools. Most of the students found out about the joint programs from their peers or through school visitations by merged area school staff, rather than through their guidance counselors. Many students only visit their counselors once a year, or only on their own initiative. (B)

-- Dropouts from joint programs was minimal. (Some dropouts were not properly counseled at their home schools as to the nature of the program.) (B)

-- The students are carefully screened before they enter joint programs, and visitations are conducted with parents. (A)

-- The students learned of the joint program equally from counselors and other students. (A)

-- Counselors should know the students' career interests before they are directed into joint courses. (A)

-- It was suggested that the responsibilities for counseling of students wishing to enter joint programs should lie with the merged area school. (A)

On Instructors and Instruction:

-- Instructors and course content are the key to the success of joint programs. (A)

-- All of the students felt their instructors and instruction were excellent. They were particularly impressed with the amount of practical work experience each instructor had had before entering the teaching profession. (B)

-- The instructors felt their programs lacked two things: continuity and a reputation. Continuity of instruction was difficult to maintain between students from different schools, because class schedules and vacations at local schools did not coincide. They were also uncertain as to whether continuity existed between the joint secondary and the postsecondary programs. A better reputation of their courses was needed, but there appeared to be resistance from counselors in local schools to allow their programs to be publicized. The instructors felt they should be allowed or encouraged to visit local schools more frequently in order to describe the content and prerequisites of their programs. Some would be willing to do this on their own time, if they could get reimbursed at least for mileage, or if they were to receive an invitation from a local school. (B)

-- Schools have a difficult time in getting involved with local employers. This applies particularly to teachers wishing to return to industry for upgrading technical knowledge. (C)

-- There is a great demand for cooperative (coop) programs, but small towns lack sufficient training stations (employers). Good students are often hired by the employers they worked for under coop; therefore, a training station is lost for another student in the follwing year. (D)

-- Assistance is needed in determining what kind of job opportunities are available in each merged area. (E)

On Students:

-- Students didn't feel that they missed out on local school activities, and their peers were somewhat envious of the programs they were taking. (A)

-- No students missed their required courses; all felt they could go on to college if they wished to do so. They do miss out on certain electives, specifically bookkeeping and filling out tax forms. (A)

-- Most of the students felt that if they continued training in their field at a merged area school, they would not have to repeat what they had already learned. (The area school is presently working on articulating its joint programs.) (B)

-- The success of joint programs is further illustrated--to the surprise of several superintendents--that students with good academic records are enrolling in these programs. (B)

-- Students' ability levels ranged widely, particularly between students from different local schools. This may be due to administrative scheduling or peer referral. (C)

-- Students' knowledge about occupations within the vocational subjects they were studying ranged from marginal to excellent. (C)

-- Students may take a vocational course because its the only one offered. As a result of this, follow-up studies may indicate that many high school students do not find jobs in the occupation they were trained for in high school. Ergo, are one year follow-up studies valid? (C)

On Facilities, Equipment, and Instructional Materials:

-- Equipment and facilities as viewed by students was adequate for the instruction they were receiving, except in one class. (B)

-- Instructors, in contrast to students, felt the equipment to be inadequate. Two instructors that we knew of were using their own equipment for certain areas of instruction. (As far as we know, no local schools were contributing equipment to the joint program.) (B)

-- Although the equipment was adequate, there was a shortage of instructional materials. (A)

-- All of the students felt the facilities and equipment for use in instruction were excellent, and the instructors were knowledgeable in their fields. (C)

-- Jointly administered programs need money to buy equipment. (E)

On Program Advisory Committees:

-- Secondary vocational instructors attend the local advisory committee meetings of the area school as a means of technical updating. (A)

-- More and better local advisory committees are needed. (B)

-- Advisory committees for the joint programs were inactive. (C)

-- There was cross-cooperation between the advisory councils of the area school and those of the local schools. (E)

Career Education

Career education was a topic of discussion at several of the Council's public meetings. The Council felt that since career education has gained measurable acceptance in the state, it would be timely to present the observations which are currently expressed about the concept. (The reader is alerted to the fact that the majority of these comments were made in one merged area.)

-- One person stated that the definitions for career education need to be resolved; strong state leadership is needed for the philosophy to be effectively used. Where does career education fit into general education in the state? (D)

-- A definition of career education is still lacking. Most information concerning career education is provided by guidance counselors and the Career Information System of Iowa. When funds run out for the area education agency to conduct career education workshops, local schools do not sustain the effort to implement the programs. (A)

-- There is a general problem of understanding the difference between vocational education and career education, particularly with local school superintendents. (E)

-- There is lack of enthusiasm for the concept. Teachers need to know what it is and how to do it. (C)

-- Local schools are still reluctant to get involved in career education. Most career education activities are being conducted piecemeal. (D)

-- Guidance counselors are not aware of career education philosophy. (D)

-- It was the opinion of the local schools and the area education agency that the implementation of career education (awareness and exploration) is very expensive, beyond the average cost of traditional instruction. (D)

-- People from one area felt the dissemination and implementation of the Iowa State University Career Education Project was poor and minimal. (D)

-- Representatives from the adjacent area disagreed. They stated that every superintendent in the state has a copy of the project' guidelines and materials. (D)

-- There also appears to be an overlapping or duplication of career education efforts between area schools, area education agencies, and local school' career education projects. (D)

-- Local superintendents have presented to the area education agency their needs for services, but career education has been buried under other area education agency functions. Career education is not a high priority in the area education agency. (D)

-- The role of the area education agency has not been defined in terms of their role in providing in-service training for teachers to implement career education concepts.

-- Local schools feel the Regents institutions need to provide more pre-service training of teachers in career education philosophy and methods. (D)

-- In-service training of local school teachers is difficult because teachers are negotiating for fewer and fewer in-service days. (D)

-- The area education agency has assisted in planning for career education. (E)

-- There were several exciting career education projects presented by local schools in this area. Some schools had developed a planning structure to implement their career education programs. (E)

-- All of the schools in this merged area have career awareness programs in grades K-6. The area education agency is also conducting career education in-service activities. (D)

APPENDIX A

Field Visit and Public Meeting

Discussion Guides

State of Iowa
Career Education Advisory Council

DISCUSSION GUIDE
FOR
1977 PUBLIC MEETINGS

Local and State Planning for Vocational Education

Vocational education is unique in that schools should provide vocational programs which meet the needs of students, business, and industry in the local community as well as the State. It is therefore desirable and necessary that not only the State Department of Public Instruction but all persons in local school districts participate in the vocational education planning process.

1. Are the vocational programs in your district adequate to meet your area's labor market needs? (Relate to vocational planning and job availability.)

2. What efforts have been made in your area to involve business, industry, labor, and government to plan for vocational education programming?

3. Are local data available about the migration and commuting patterns of high school graduates who are employed directly after high school? What have been the experiences of high school and area college students in finding employment? Do many students experience extended periods of unemployment between graduation and securing their first job? Is this data available?

4. Career exploratory experiences for students should include in-depth studies of occupations and actual or simulated work experiences. To what extent are exploratory experiences being provided to students in your area?

5. Do local employers hire graduates of secondary vocational programs? To what extent do these persons require additional training or retraining?

6. Do guidelines or policies exist in your area which assure the articulation between seconiary and postsecondary vocational programs?

Pending State Legislation

A state legislative, interim committee studying secondary vocational education recently enacted a motion recommending that the legislature pass a law in which local school boards could levy an additional amount of local tax equivalent to three percent of the State's average cost per pupil for every pupil enrolled in the school system to be used exclusively for secondary vocational programs.

1. Is there a need for additional state funding for secondary vocational education in your area?

2. Should all schools be required to provide at least five, different vocational subject areas?

3. Should student transportation costs for jointly administered programs be included in state legislation? (Requirements for bus transportation instead of allowing students to use their own cars.)

4. Should legal restrictions be written into the law to assure cost efficient operation of secondary vocational programs, i.e., should minimum enrollments be required before a new program is started or an existing program is continued?

5. Are jointly administered programs a viable means of expanding or providing minimum vocational programming in your area? What barriers exist which would limit jointly administered programs between local schools? Area community colleges?

6. Should local schools be required to participate in a jointly administered program even though they have sufficient student numbers to operate their own programs?

7. With regard to jointly administered programs operated by area schools, should the funding for these programs flow through the local school or go directly to the area college?

New Federal Legislation

The Vocational Education Amendments of 1976 expand the responsibilities of this Council, the Department of Public Instruction, and local communities to ensure that vocational education effectively serves its students. Your responses to these questions will assist us in carrying out our responsibilities under the new law.

1. Are local vocational advisory committees active in your school district? Are they needed? What role should they play in vocational education in your area?

2. What services should be provided to local vocational advisory committees by this Council and the Department of Public Instruction?

3. Funding provisions for vocational guidance and counseling are included in the new act. Is it the role of counselors in your area to assist students in obtaining jobs during and after high school? Should guidance counselors be responsible for providing occupational, career, and job information to students?

4. It is the duty of the Department of Public Instruction to motivate the implementation of federal legislation. What mechanisms are available to lay persons in your area to assure that provisions of the law are carried out? How can local communities influence the use of federal dollars and affect state planning?

5. The new law provides funds and requires states to identify and eliminate sex bias and stereotyping in vocational programs and guidance and counseling. Is this an issue in your area? If yes, what steps need to be taken or are being taken to remedy this situation?

State of Iowa
Career Education Advisory Council

1977 Field Visit
Discussion Guide for Use With Students

Last year this Council conducted a Statewide Public Hearing for Young Adults. We gathered opinions about the adequacy of the current educational programs including academic and vocational instruction. Most vocational youth attending the public hearing were enrolled in programs sponsored by local schools. This year we would like to know your opinions on the jointly administered programs in which you are enrolled. This type of information will also be collected from other students enrolled in jointly administered programs provided by five other area schools. We believe this will give the Council members a statewide perspective of student opinion on jointly administered programs.

1. Leaders in education believe that students in grades 7 through 9 (and possibly 10) should have the opportunity to explore many different occupations in the world of work. These exploratory experiences will help the individual make more valid job choices in the future. Some of these experiences are provided through in-school activities while others may be provided through on-the-job experiences coordinated by teachers or counselors. Tell us about the opportunities you had for exploration in grades 7 through 10. What are your opinions about these experiences?

2. Jointly administered programs are a relatively new development on the Iowa Educational scene.

   - We would like to know your opinions about the physical facilties, equipment, and supplies used in the program.

   - What do you think about the quality of instruction, amount of time available for learning, and the vocational youth organization activities and experiences which are part of the instructional program?

   - Do you have any opinions you would like to discuss about the transportation from your "home" school to the area vocational center?

   - Do you think there are enough locally administered or jointly administered programs available to meet the needs and interests of all of the students in your "home" high school?

   - What are your thoughts about the instruction you are receiving in "job-finding skills", assistance in job placement, counseling for personal or educational problems, and other services of a guidance nature you receive from your "home school" or the area vocational center?

3. Additional Comments

State of Iowa
Career Education Advisory Council

1977 Field Visit
Discussion Guide for Use With Board Members

In recent years students have been expressing increasing interest in enrolling in vocational education programs. During the past several years leaders in education have encouraged reform in educational operations through the implementation or infusion of the career education concept. Several years ago, in response to "taxpayer revolts", the Iowa legislature imposed controlled budgets on local school systems. Increasing costs, inflation, and declining enrollments have also increased the complexity of decision making for local boards of education. This Council seeks your opinion about the following items so that it may add its voice to others to help resolve some critical education issues.

1. What are your opinions concerning the breadth of curricular offerings in your high school?

   - How are the number and types of vocational programs that your schools offer determined?

   - Do you feel that the number of vocational programs in your area meet the needs of various groups in your community including business, industry, students, parents, educators, and community leaders?

2. What are your opinions concerning the present system for funding of secondary vocational education including individually operated and jointly administered, preparatory and exploratory programs? What are your opinions of a board levied "surtax" or increased state appropriations for the purpose of expanding vocational or exploratory opportunities for students?

3. Please describe the process or method by which your school evaluates vocational programs.

4. If declining enrollments are affecting your school system, please describe any plans you have developed in light of this problem.

   - How do these plans address the number and types of vocational programs you will be able to provide five years from today?

   - What will be the status of facilities at that time?

5. What are your opinions about the extent that career awareness and exploration exists in your school? Should this effort be funded and how should this be funded, if funding is necessary?

6. What are your opinions concerning the extent to which your school has, or plans to, implement career awareness activities in elementary grades?

7. What are your opinions concerning provisions in the new federal vocational legislation calling for the elimination of sex bias and discrimination in vocational programs?

State of Iowa
Career Education Advisory Council

1977 Field Visit Discussion Guide
for Use With Exploratory and Vocational
Instructors of Jointly Administered Programs

You are participating in a new experiment in Iowa designed to provide expanded vocational and exploratory opportunities to high school youth in the more sparsely populated areas of the State. The Council is gathering information on a statewide basis and wishes to visit with you to learn of your perceptions and opinions on the effectiveness of jointly administered programs. We also encourage your suggestions on how these types of programs might be improved. As a beginning we would like to know of your recent background before teaching in jointly administered programs. Following this we would like to review the following major topics with you and any others you may elect to discuss which are pertinent to jointly administered programs. The specific items listed under each topic are provided to motivate your thinking in each topical area.

Student Personnel:

1. We would like to have your opinions of the general level of academic skills of your students.

   - To what extent are students able to comprehend the related instruction (theory)? Do you think remedial instruction in reading, mathematics, science, and the like is necessary?

   - How and who should provide needed remedial instruction in "basic" subjects?

2. What is your opinion about the general level of vocational aptitudes of the students?

   - To what extent are the students able to understand the instruction?

   - How would you describe the students level of interest in the subject? Do the students seem to be enrolled in the course because they intend to find employment in the field of work following graduation or because they want to use the knowledge gained for personal reasons?

3. What is your knowledge and opinion of the students exploratory experiences prior to enrolling in your program?

Guidance, Counseling, and Placement:

1. Can you tell us about the extent to which students receive instruction in job finding skills, assistance in finding employment after graduation, and counseling assistance with personal or educational problems?

2. Do you see any trends relating to persons of either sex enrolling in equal numbers in all jointly administered programs?

Program Operations:

1. What are your opinions about your program effectiveness with regard to physical plant, equipment, teaching aids (print material, audio visual aids, and the like), supplies, and others?

2. What is your opinion about the adequacy of time provided for you to instruct your students?

3. What techniques do you use to keep the instructional content in your program up-to-date? How was the instructional content originally designed?

4. What are your thoughts concerning the sponsorship of vocational youth organizations for students enrolled in your instructional area?

Maintaining Teacher Competence:

1. How frequently should you return to industry to learn of the latest developments? What other methods would you see valuable for you to keep up-to-date?

2. What are your opinions about the adequacy of assistance directed towards continually upgrading your teaching skills?

3. What are your opinions about instruction you received in teaching skills before you started teaching? To what extent should teacher education services be available to you on a continuing basis?

State of Iowa
Career Education Advisory Council

1977 Field Visit Discussion Guide
for use with Local and Area School Administrators

Leaders in education have agreed that, among other goals of education, schools should provide instructional experiences which equip the student with the skills to be economically independent. Agreed upon operational concepts include developing an awareness of our economic system and the world of work, exploration of future adult roles, and finally preparation for work and other adult roles.

The Council wishes to know your opinions and attitudes on the following items and any other related matters you may wish to discuss.

Career Awareness:

1. To what extent have local schools within the merged area implemented an articulated approach to career awareness in grades K through 6?

2. What organizations or agencies have provided the leadership and organizational structure for implementing career awareness?

3. To what extent has the business community been involved in the process?

4. What additional activities need to be provided to more effectively implement career awareness activities?

Career Exploration:

1. To what extent have local schools within the merged area provided a broad range of work exploratory experiences for students in grades 7 through 10?

2. How are these experiences being provided? Classroom activities? On-the-job experiences? Others?

3. If exploratory experiences are being provided through classroom activities, how do the instructional techniques differ from those used in the traditional academic or vocational courses at the elementary and secondary levels?

4. If exploratory experiences are not being provided in grades 7 through 10, what kind of assistance is needed and who, in your opinion, could best provide it?

Jointly and Locally Administered Career Preparatory or Vocational Education:

Planning:

1. How do local schools identify student interests in vocational subject areas? (Please provide examples of forms used or names of copyrighted instruments.)

2. What procedures are used by area schools to bring together local school interests to organize jointly administered programs?

3. What is the basis for determining whether a jointly administered program will be exploratory or preparatory?

4. Have local schools in the area considered or attempted operating jointly administered programs among themselves? If not, why has this possibility not been used?

5. Have local and area schools developed a five year plan for the implementation of jointly administered programs? What data is included in the plan? (labor market needs, student interests, migration and commuting patterns, and others) (Please provide a copy of the plan.)

6. To what extent have persons from business and industry and local board members advised in developing the plans for jointly administered programs?

Program Operations:

1. What time blocks are allocated to instruction for preparatory and exploratory programs?

2. Are the physical plants adequate for operating jointly administered programs?

3. Are vocational teachers occupationally competent and able to teach effectively? What are the qualifications for exploratory teachers and what are your opinions of their teaching performance?

4. How was the instructional content identified? (Advisory committees, curriculum developed by others, textbooks?)

5. Have local and area schools been able to provide a reasonably broad range (five) of vocational programs to meet the interests of the students?

6. If exploratory experiences provided by local schools are limited, has consideration been given to another agency such as the area schools providing these services to students in grades 7 through 10?

7. What is the average amount of time a student enrolled in a jointly administered program will spend in transit and in class daily?

8. What mode of student transportation is used?

9. During what hours of the day are students attending class in jointly administered programs?

10. Do you provide or are you planning for any special vocational programs for the gifted and talented student?

11. What are the main impediments, of an operational or philosophical nature, to the involvement of more schools and students in jointly administered programs?

12. What are the enrollment averages in each class during the past two or three years?

13. What does the follow-up from the jointly administered programs reveal in terms of students pursuing advanced education, finding employment, experiencing unemployment, et al.?

14. What kind of special services are provided for handicapped students enrolled in vocational programs?

Financing:

1. What is your opinion about the adequacy of funding of jointly administered programs?

2. What are the financial provisions contained in the contracts between the local and area schools for jointly administered programs?

3. Are there additional costs in operating jointly administered programs that are above and beyond the total costs reported by the area school? Please tell us about them.

4. Who is responsible for the cost of student transportation? In the case when students provide their own transportation, what provisions are there for liability protection?

5. In your opinion, what practices should be implemented in the future in the financing of jointly administered programs?

APPENDIX B

Comprehensive Tables--Secondary Vocational Education: Programs, Enrollments, and School Districts

TABLE B-1

The Number of Reimbursed, Individually and Jointly
Administered Secondary Vocational Programs by Merged Areas

Fiscal Year 1974

Merged Area	Agriculture		Distributive Education		Health Occupations		Home Economics			Office Occupations		Trade and Industrial		Multi-Occupations		Total Programs
	Ind.	Jnt.	Ind.	Jnt.	Ind.	Jnt.	Usfl.	Gain.	Jnt.	Ind.	Jnt.	Ind.	Jnt.	Ind.	Jnt.	
1	23		6				18	1		6		5		1		60
2	19		3			1	15			2		5	1			46
3	13		3			1	6			2		2	4			31
4	10						7									17
5	27	10	4			18	19			4	30	6	32			150
6	12		2				12			3		2				31
7	12		4		1		16	2		2		5				42
9	9		4				8	1		4		9				35
10	16		3				17			4		6				46
11	26		10				31	2	2	9		25	3			108
12	11		1				11					9				32
13	15	4	1	5			20	1	8	2	4	7	33			100
14	16						12	1		1						30
15	17		2				17	2		5		9				52
16	6		3				7	1		3		7				27
Total Programs	232	14	46	5	1	20	216	11	10	47	34	97	73	1		807

Source: Iowa Department of Public Instruction, Career Education Division, CE-4 File Computer Runs.

TABLE B-2

The Number of Reimbursed, Individually and Jointly
Administered Secondary Vocational Programs by Merged Areas

Fiscal Year 1975

Merged Area	Agriculture		Distributive Education		Health Occupations		Home Economics			Office Occupations		Trade and Industrial		Multi-Occupations		Total Programs
	Ind.	Jnt.	Ind.	Jnt.	Ind.	Jnt.	Usfl.	Gain.	Jnt.	Ind.	Jnt.	Ind.	Jnt.	Ind.	Jnt.	
1	24		6				18	1		6		4		1		60
2	20	1	3			3	17			2		5	1			52
3	13		4			2	6			3		2	3			33
4	10	1					7									18
5	27	6	4			16	19	1		4	15	6	24			122
6	12		2				14			3		1				32
7	12		4		1		16	2		2		5				42
9	10		4		1		9	2		4		10		1		41
10	16	7	3			11	18			6	5	7	26			99
11	27		11		3		31	2	2	13		30	2	4		125
12	12	3	2	3			10	1		1		8	7			47
13	16	4	1	6			20	1	15	2	4	6	54			129
14	16					1	12	1		1			5			36
15	17	2	2			2	18	2		5	2	9	24	1		84
16	6		3				8	2		3		7	2	1		32
Total Programs	238	24	49	9	5	35	223	15	17	55	26	100	148	8		952

Source: Iowa Department of Public Instruction, Career Education Division, CE-4 File Computer Runs.

TABLE B-3

The Number of Reimbursed, Individually and Jointly
Administered Secondary Vocational Programs by Merged Areas

Fiscal Year 1976

Merged Area	Agriculture		Distributive Education		Health Occupations		Home Economics			Office Occupations		Trade and Industrial		Multi-Occupations		Total Programs
	Ind.	Jnt.	Ind.	Jnt.	Ind.	Jnt.	Usfl.	Gain.	Jnt.	Ind.	Jnt.	Ind.	Jnt.	Ind.	Jnt.	
1	24	2	6			1	18	1		6		4	5			67
2	20	1	3		1	3	19			2		5	5			59
3	15	1	4	1		5	6		1	3	1	2	8			47
4	11	2					7						15			35
5	28	7	4			14	19	1		4	13	5	29			124
6	12		2				13			3		2				32
7	12		4		1		16	2		2		4				41
9	10		3		1	1	9	2		4	1	11	2			44
10	18	9	3			19	19			5	5	8	40	1		127
11	29		10				31	2	1	10		28	12	3		126
12	12	2	2				11	1		2		8	9			47
13	18	3	1	4			21	1	8	3	3	6	30	1		99
14	15					6	13	1		1			7			43
15	17	3	2			6	18	3		4	4	9	25	1		92
16	6		3				9	1		2		8	2	1		32
Total Programs	247	30	47	5	3	55	229	15	10	51	27	100	189	7		1015

Source: Iowa Department of Public Instruction, Career Education Division, CE-4 File Computer Runs.

TABLE B-4

An Annual Comparison of Secondary Vocational Enrollments by Program Type and Rate of Change In Both Locally and Jointly Administered Programs

	1972	1973	% Change	1974	% Change	1975	% Change	1976	% Change
Agriculture	13,127	14,893	14	16,899	14	18,319	8	18,100	-1
Distributive Education	1,580	1,745	10	1,804	3	1,992	10	1,652	-17
Health Occupations	-0-	-0-	-	47	-	222	372	298	34
Home Economics (Gainful)	347	380	10	620	63	796	28	778	-2
Office Occupations	850	1,127	33	1,330	18	1,468	10	1,466	-
Trade & Industrial Education	3,215	3,199	-1	3,176	-1	4,545	43	5,483	21
Sub Total Wage Earning	19,119	21,344	12	23,876	12	27,342	15	27,777	2
Home Economics (Useful)	33,275	32,266	-3	20,978	-35	44,97[illegible]	114	47,132	5
Grand Total All Programs	52,394	53,610	2	44,854	-16	72,318	61	74,909	4

Source: Annual Report for Career Education, Fiscal Years 1973-1977, Iowa Department of Public Instruction, Career Education Division (Des Moines, Iowa: Department of General Services, Printing Division).

TABLE B-5

Comparison of Total Secondary Public School Enrollments in Grades 9-12
to Enrollments in All Secondary Vocational Programs and Wage Earning Programs

Fiscal Year	Total Secondary Public School Enrollments in Grades 9-12 *	Enrollments in All Secondary Vocational Programs	Percent of Total	Enrollments in Wage Earning Programs Only **	Percent of Total
1972	195,286	52,394	27	19,119	10
1973	196,119	53,610	27	21,344	11
1974	194,421	44,854	23	23,876	12
1975	194,551	72,318	39	27,342	14
1976	191,849	74,909	39	27,777	15

* Excludes AEA and Special Education Students.

** Excludes "Useful" Home Economics Programs.

Sources: Annual Report for Career Education, Fiscal Years 1973-77, Iowa Department of Public Instruction, Career Education Division, and Basic Educational Data Survey, Iowa Department of Public Instruction, Management Information Division.

TABLE B-6

The Number of School Districts Offering Wage Earning Vocational Programs During the 1975-1976 School Year (Includes Jointly Administered Programs)

Number of Wage Earning Vocational Programs	Number of School Districts	Percent of School Districts
4 or more	44	10
1 to 3	266	59
None	139	31
Total	449	100

Source: Iowa Department of Public Instruction, Career Education Division, CE-4 File Computer Runs.

TABLE B-7

The Number of School Districts in Each Merged Area
Participating in Secondary Vocational Programs* by Fiscal Year

Merged Area	Total Number of Districts in the Area	1974 Participating Districts	1975 Participating Districts	1976 Participating Districts
1	27	25	25	26
2	29	21	24	25
3	28	15	15	19
4	21	10	11	16
5	47	39	40	40
6	22	14	12	18
7	26	14	14	19
9	24	13	15	15
10	39	19	29	35
11	63	35	38	48
12	30	13	21	21
13	33	24	28	31
14	22	16	18	22
15	26	19	24	25
16	13	8	9	11
Total Districts	450	285	323	371

* Includes exploratory and preparatory, and individually and jointly administered programs.

Source: Iowa Department of Public Instruction, Career Education Division, CE-4 File Computer Runs.

TABLE B-8

The Number of School Districts by Size
Participating in Jointly Administered Programs

Fiscal Year 1974

School District K-12 Enrollment	Number of Districts by Size	Number of Districts Participating in Exploratory Programs	Number of Districts Participating in Preparatory Programs	Total Number of Districts Participating (Unduplicated)	Percent of Districts Participating
Up to 499	136	15	7	18	13%
500 - 749	100	2	10	12	12%
750 - 999	77	2	2	3	4%
1000 - 1499	51	2	2	4	8%
1500 - 1999	27	4	2	5	19%
2000 - 2999	31	0	2	2	6%
Over 3000	29	0	1	1	3%
Totals	451	25	26	45	10%

Source: Iowa Department of Public Instruction, Career Education Division, CE-4 File Computer Runs.

TABLE B-9

The Number of School Districts by Size
Participating in Jointly Administered Programs

Fiscal Year 1975

School District K-12 Enrollment	Number of Districts by Size	Number of Districts Participating in Exploratory Programs	Number of Districts Participating in Preparatory Programs	Total Number of Districts Participating (Unduplicated)	Percent of Districts Participating
Up to 499	137	25	18	38	28%
500 - 749	103	10	16	25	24%
750 - 999	70	7	9	14	20%
1000 - 1499	54	3	7	9	17%
1500 - 1999	26	7	5	10	38%
2000 - 2999	31	3	4	7	23%
Over 3000	29	0	2	2	7%
Totals	450	55	61	105	23%

Source: Iowa Department of Public Instruction, Career Education Division, CE-4 File Computer Runs.

TABLE B-10

The Number of School Districts by Size
Participating in Jointly Administered Programs

Fiscal Year 1976

School District K-12 Enrollment	Number of Districts by Size	Number of Districts Participating in Exploratory Programs	Number of Districts Participating in Preparatory Programs	Total Number of Districts Participating (Unduplicated)	Percent of Districts Participating
Up to 499	149	34	25	50	34%
500 - 749	94	9	21	28	30%
750 - 999	76	13	12	23	30%
1000 - 1499	46	6	14	20	43%
1500 - 1999	25	5	4	8	32%
2000 - 2999	31	3	6	9	29%
Over 3000	29	0	5	5	17%
Totals	450	70	87	143	32%

Source: Iowa Department of Public Instruction, Career Education Division, CE-4 File Computer Runs.

APPENDIX C

Persons Attending Field Visit Meetings

and Public Meetings

Field Visit--Merged Area 12
January 26-27, 1977

Superintendent	School District
Edwin Coen	Denison
William B. Devine	Woodbury Central
George Dobrovolny	Lawton-Bronson
James F. Fields	Hinton
Melvin Grell	Sioux City
Donald L. Gries	Charter Oak-Ute
David Grindberg	AEA 12
Dwaine Hoffman	Westwood
David P. Holmes	East Monona
Richard Kinkead	AEA 12
Walter Kokjohn	(Sioux City)
Robert Mason	Manilla
Robert Nielson	Ar-We-Va
Kirby Norman	Sergeant Bluff-Luton
Richard Peterson	LeMars
Erwin Schoppenhorst	Westfield
Donald Southwick	West Monona
Joseph Sweet	Schleswig
Roger Wendt	(Sioux City)

Board Member	Residence
Dave Adam	Sioux City
Lucy Dennison	Westfield
David Freeze	Westside
Frances Mielitz	Schleswig
Larry Peterson	Merrill
Gail Powell	Molville
James Severson	Soldier
Terence Virtue	Onawa
Byron Weiss	Dunlap

Instructor	Residence
Stanley Stukenholtz	Onawa

Students	School
Matt Pflug	Onawa
Kent Powell	Onawa
Randy Richardson	Onawa
Ronnie Schulz	Onawa
Chuck Shook	Onawa
Billy Wilson	Onawa
Pete Wright	Onawa
Mitchell Yanak	Onawa
Russell Zaiser	Onawa

Public Meeting--Sioux City
January 261 1977

Name	Residence
Ellen Andre	Sioux City
Gerald Barth	Sioux City
Ron Brockmeyer	Ruthven
Kit K. Bucy	Sioux City
Lawrence L. Bucy	Sioux City
Portia J. Cooper	Sioux City
Orville Davis	Sioux City
Donald Greer	Sioux City
Glen Heitritter	Sioux City
Chuck Holst	Anthon
George Jacobs	Sioux City
Ronald Johme	Sioux City
Eugene Johnson	Ruthven
Walter A. Kokjohn	Sioux City
Robert Kiser	Sioux City
Wayne Kyle	Sioux City
Norman Lang	LeMars
Irvin E. Ludwig	Lawton
Ralph Maass	Sioux City
Leonard A. March	Sioux City
Frank Mather	Sheldon
James B. McCord	Sioux City
James McMartin	Sioux City
Joseph Nitzke	Sioux City
John Popevis	Sioux City
Florence Purnell	Des Moines
Robert Rice	Sioux City
Elmer J. Schwiesow	Ponca, Nebraska
Pat Thorell	Sioux City
Jim Van Eldik	Estherville
Jim Van Klompenburg	Sioux City
Bill E. Walker	Sioux City
Perry Walker	Sioux City
Willard Zellers	Sioux City

Field Visit--Merged Area 2
February 16-17, 1977

Superintendent	School District
James Carroll	Osage
R. W. Clarke	Mason City
William Connell	North Central
Clark Dey	Nora Springs-Rock Falls
Dale Jensen	AEA 2
Delbert Jensen	St. Ansgar

James Jess	CAL
Irving Larson	Buffalo Center
Victor Pinke	AEA 2
Ted Runyan	Britt
Dale Sorensen	Corwith-Wesley
David Teigland	Garner-Hayfield
Orlyn Wiemers	Thompson

Board Members	Residence
Shirley Dean	Mason City
Norman Juhl	Garner
Paul Kelly	Britt
Robert Lindsay	Nora Springs
Clarence Miller	Thompson
George Richards	Alexander

Instructors	Residence
Nancy Frederick	Mason City
Virginia Lawrence	Mason City
Dean Nerdig	Mason City
Elmer Recker	Clear Lake

Students	School
Bruce Arndt	Nora Springs
Dennis Bailey	Nora Springs
Jim Bierbrodt	Nora Springs
Joni Brock	Rudd Rockford-Marble Rock
Steve Btickenderfer	Nora Springs
Myra Cumming	Nora Springs
Daryl Charlson	Manly
Carrie Cross	Rudd Rockford-Marble Rock
Lynn Gruben	Nora Springs
Bryan Miller	Nora Springs
Brian Tweeten	Manly
Terry Young	Nora Springs

Public Meeting--Mason City
February 16, 1977

Name	Residence
Carroll Bennett	Ankeny
R. Dennis Buckholz	Sheldon
Robert L. Carney	Mason City

Ronald Della Croce	Emmetsburg
Raymond F. Gaul	Titonka
Jack W. Gell	Council Bluffs
W. R. Hammans	Fort Dodge
Marvin Hoskey	Emmetsburg
William McKeown	Mason City
Maynard Midtgaard	Northwood
James Mock	Mason City
Donald Mueller	West Union
Earl Opheim	Mason City
Harold W. Paine	Mason City
Darwin Schrage	West Union
Ken Shadle	Mason City
Roy Slhram	Forest City
Donald G. Smith	Urbandale
James Tanner	Northwood
Terry Tausz	Titonka
Ross Thomas	Waterloo
Robert Van Driel	Sheldon
Bill Walker	Sioux City
S. Elvon Warner	Cedar Falls
Rod Wilbeck	Titonka
Larry Willis	Cedar Rapids

Field Visit--Merged Area 10
March 8-9, 1977

Superintendent	School District
Loyd Casey	Clear Creek
Linda Cavanaugh	Amana
Ted Halm	Iowa City
Roland Hansen	Belle Plaine
Dale Pierce	Williamsburg
Don Randol	Mid-Prairie
James L. Ryan	Norway
Kelly Schlapkohl	Washington
Stephen Williams	Monticello

Board Members	Residence
Mrs. Harold Heitshusen	Homstead
Leroy Hoske	Belle Plaine
Virgil Reinhart	Norway
Ruth Skelly	Iowa City
Barb Timmerman	Iowa City

Instructors	Residence
Janet Blair	Iowa City

Katheryn Cline	Cedar Rapids
Myrna Curtis	Williamsburg
David J. Horsey	Washington
Susan Keamey	Cedar Rapids
Lloyd Paulsen	Iowa City
Kenneth C. Whigham	Iowa City

Students	School
Julie Belden	Marengo
Missy Bickerford	West Liberty
Kurt Bricker	HLV
Lonnie Cheney	Deep River-Millersburg
Mike Elliot	West Branch
Jerry Ford	Lone Tree
Debi Fountain	Iowa City
Tracey Gilbride	Iowa City
Brian Grimm	DR-M
Dean Holdeman	West Branch
Veronica Hubbard	Iowa City
Patty Kaestner	Victor
Kevin Knutson	Marengo
Kim McConnell	Victor
Kevin Nerad	Iowa City
Rich Paterson	Iowa City
Lorie Pfister	Iowa City
Dave Sedivec	Iowa City
Kevin Sluth	Lone Treee
Randy Smith	DR-M
Michelle Sparrowgrove	Marengo
Dave Valentes	Marengo
Cathy Walker	West Liberty
Tom Wall	West Branch

Public Meeting--Cedar Rapids
March 8, 1977

Name	Residence
Ken Allbaugh	Waterloo
Garland Ashbacher	Swisher
Carol Ballantyne	Coralville
Selby Ballantyne	Cedar Rapids
Noel Bishop	Cedar Rapids
Gibson J. Bradley	Cedar Rapids
Melvin F. Dostal	Marshalltown
Bill Eddings	Cedar Rapids
Don Goodnow	Cedar Rapids
Louis Guetzko	Cedar Rapids
John Haak	Marengo
Arlen Hackbarth	Marshalltown

John Herman	Cedar Rapids
Roger Huggens	Cedar Rapids
Joseph W. Klinsky	Iowa City
Derrel Lockhart	Newhall
Ruth Lockhart	Newhall
Donald Menning	Cedar Rapids
Gretchen L. Moine	Coralville
Jack Neuzil	Solon
Arnold Paulsen	Cedar Rapids
Bennett Pilgrim	Cedar Rapids
Duane Popenhagen	Cedar Rapids
Albert Rinderknecht	Marion
W. J. Rogers	Cedar Rapids
Lowell Rutz	Cedar Rapids
Clayton Saylor	Cedar Rapids
M. Joan Soucek	Iowa City
Gene E. Stoltenberg	Cedar Rapids
Joel Wells	Cedar Rapids
Larry Willis	Cedar Rapids
Harold Yeoman	Monticello

Field Visit--Merged Area 13
April 5-6, 1977

Superintendent	School District
Cliff Foster	AEA 13
Eugene Hess	Sidney
Don Hoberman	Council Bluffs
Leo Humphrey	Farragut
Robert Jackson	Dunlap
Roger Jacob	Woodbine
Jerry Kleinsmith	Woodbine
John McCowen	Oakland

Board Member	Residence
Allen Harper	Woodbine
John Moats	Council Bluffs

Instructor	Residence
Kirk Anderson	Oakland
Clifton Benscoter	Council Bluffs
Robert Bethke	Council Bluffs
John Brewer	Missouri Valley
Becky Burgart	Woodbine
Jerrold W. Foutch	Woodbine
Guy C. Giddings	Logan
Gene Gilson	Glenwood

William Harris	Woodbine
Elaine Meyer	Council Bluffs
Roberta Ozaydin	Council Bluffs
Lynn A. Smith	Bellevue

Students	School
Donn Alvis	Woodbine
Mike Anderson	Dunlap
John Childers	Treynor
Dan Dickman	Woodbine
Becky Graham	Oakland
Rod Greder	Dow City-Arion
Steve Kirfer	Treynor
Sheila Krohn	Treynor
Gary Lorenz	Treynor
Anthony Mathison	Woodbine
Randy Olsen	Logan-Magnolia
Steve Stoaks	Oakland
Brad Stolley	Woodbine

Public Meeting--Council Bluffs
April 5, 1977

Name	Residence
Roger Anderson	Council Bluffs
Gerald F. Barton	West Des Moines
Oran H. Beaty	Council Bluffs
Dave Burkholder	Council Bluffs
Milo Burnham	Council Bluffs
Maggie Dawson	Essex
Carolyn Foutch	Council Bluffs
Eloise Foxhoven	Shenandoah
Dick Gabriel	Des Moines
Jack W. Gell	Council Bluffs
Donald Haberman	Council Bluffs
Jim Hamilton	Council Bluffs
Leroy Jenson	Harlan
Harold Johnson	Harlan
Alex R. Kennedy	Council Bluffs
Herbert D. Lange	Harlan
Robert Looft	Council Bluffs
James Shaw	Council Bluffs
Georgia Sievers	Avoca
Darrell Weisenborn	Harlan
Albert B. Wunder	Harlan

Field Visit--Merged Area 9
April 20-21, 1977

Superintendent	School District
Melvin E. Heiler	North Scott
James G. House	East Central
John F. Lawrence	Delwood
Darrel Lietz	Davenport
Richard D. Lovelace	Durant
Gary Mohl	Lost Nation
Leonard Roberts	Maquoketa
Ernest L. Sarver	Andrew
Arthur R. Sensor	Muscatine
Edwin M. Schrieber	Wilton

Board Member	Residence
Kenneth Huber	Muscatine
Alice Lasack	Lost Nation
Vivian River	Maquoketa
Doris Shea	Delwood

Others	Residence
Ann Bergstrom	Miles
Gerald D. Clemmensen	Bettendorf
Allen Fick	Durant
Bob Hammon	Maquoketa
Marlin Lode	Miles
Keith Mattke	Davenport
Bill McCarthy	Clinton
Martha Weiss	Davenport
Gaylord Wellman	Maquoketa

Public Meeting--Davenport
April 20, 1977

Name	Residence
Harold Berryhill	Newton
Mary Lou Cannon	Iowa City
Gerald D. Clemmensen	Bettendorf
Don Foreman	Davenport
Keith Mattke	Davenport
Douglas W. Ryan	Davenport
Richard Schebler	Davenport
H. V. Stephenson	Bettendorf
William Stewart	Epworh
Robert Stone	Davenport
Carl Whipple	DeWitt